PUBLIC SERVICE COMMISSION

ANNUAL REPORT

2011-2012

Canada

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This report is also available on our Web site at www.psc-cfp.gc.ca.

Print: Catalogue No: 0701-7820
ISSN: SC1-2012
PDF: Catalogue No: 1912-0842
ISSN: SC1-2012E-PDF

Printed in Canada

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Minister of Canadian Heritage and Official Languages
House of Commons
Ottawa, Ontario
K1A 0A6

Dear Minister:

We have the honour of asking you to transmit for tabling in Parliament the Report of the Public Service Commission of Canada for the 2011-2012 fiscal year.

It is submitted in accordance with section 23 of the *Public Service Employment Act*, (S.C. 2003, c. 22, ss. 12 and 13).

Yours sincerely,

a. Robinson

Anne-Marie Robinson,
President

Sue Cartwright.

Susan M. W. Cartwright,
Commissioner

PSC Mission, Vision and Values Statement

Mission and Vision – Striving for excellence

The Public Service Commission is dedicated to building a public service that strives for excellence. We protect merit, non-partisanship, representativeness and the use of both official languages.

We safeguard the integrity of staffing in the public service and the political impartiality of public servants. We develop policies and guidance for public service managers and hold them accountable for their staffing decisions. We conduct audits and investigations to confirm the effectiveness of the staffing system and to make improvements. As an independent agency, we report our results to Parliament.

We recruit talented Canadians to the public service, drawn from across the country. We continually renew our recruitment services to meet the needs of a modern and innovative public service.

Values to guide our actions

In serving Parliament and Canadians, we are guided by and proudly adhere to the following values:

Integrity in our actions;

Fairness in our decisions;

Respect in our relationships; and

Transparency in our communications.

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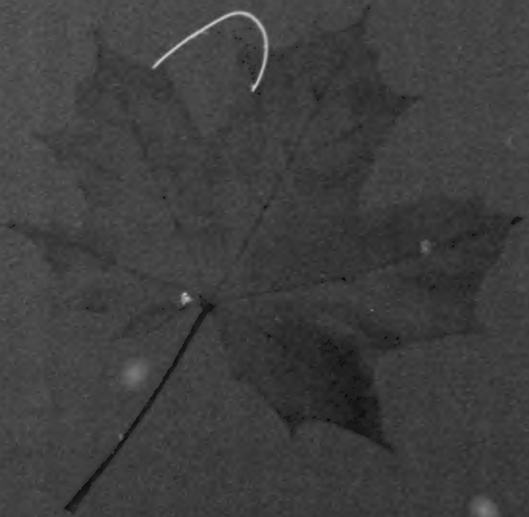
PREFACE



Preface

The mandate of the Public Service Commission (PSC) is to promote and safeguard merit-based appointments, and, in collaboration with other stakeholders, to protect the non-partisan nature of the public service. The PSC reports on its mandate to Parliament.

Parliament confirmed Anne-Marie Robinson as the new President of the PSC in February 2012. Since then, the President has had the opportunity to meet with Parliamentary Committees to discuss the PSC's work in areas such as employment equity, official languages and priority placement of medically released Canadian Forces members. The Commission looks forward to continuing to engage Parliamentarians in productive dialogue.

In April 2012, the President welcomed Susan Cartwright as a new Commissioner. The President and Commissioner extend their heartfelt thanks to past President Maria Barrados and former Commissioners Manon Vennat and David Zussman for their leadership in guiding the PSC through a period of major reform and transformation. Their legacy is a strong foundation for a modernized staffing system that continues to be responsive to the needs of organizations.

Like organizations across the public service, the PSC is in the process of implementing resource reductions stemming from Budget 2012. In the development of proposals for reduction, the priority of the PSC was to protect the organization's ability to carry out its mandate. The focus was to ensure that the PSC will continue to be able to inform and support Parliament as well as other organizations, conduct effective oversight and deliver innovative staffing and assessment services to organizations.

The PSC will achieve its reduction targets while maintaining its ability to carry out its mandate. It will do so through a variety of means, including redesigning work processes; leveraging advancements in technologies; and benefitting from mature audit and investigation methodologies. Federal departments and agencies remain strong partners as the PSC works to fulfill the full breadth of its mandate and enable organizations as they implement changes resulting from Budget 2012.

The Public Service Commission and workforce adjustment

While the Treasury Board of Canada Secretariat has overall responsibility for managing workforce adjustment (WFA) situations resulting from Budget 2012, the PSC as an agency has two specific roles with respect to WFA. First, it provides policy guidance and support to organizations in selecting employees for retention or lay-off. Second, it manages priority entitlements.

The PSC recognized early on that considerable preparatory work was needed to support WFA. In 2011-2012, the PSC collaborated extensively with central agencies and organizations to develop supporting policy guides and tools. The *Guide on Selection of Employees for Retention or Lay-off (SERLO)* was updated to provide managers with concrete guidance on how to run merit-based, structured processes in a fair and transparent manner. As part of an anticipatory approach, PSC employees provided intensive training to some 3 700 managers and human resources advisors, in partnership with the Canada School of Public Service and the Office of the Chief Human Resources Officer.

In order to assist the implementation of WFA, the PSC put in place measures to support mobility and reappointment of employees affected by the reductions. Initiatives to facilitate exchanges through alternation and time-limited second language provisions will provide additional flexibilities to help minimize the number of involuntary departures and maximize the retention of experienced employees.

In its second role with respect to WFA, the PSC is responsible for managing priority entitlements. Under the PSC's guiding legislation and regulations, priority employees are eligible to be appointed, ahead of all others, to vacant positions in the public service, provided they meet the essential qualifications of those positions. Surplus employees and laid-off individuals have entitlements to priority appointments. These entitlements help the public service retain and redeploy skilled and competent employees trained by the Government of Canada. It is essential that the PSC, in collaboration with departments and agencies, make every effort to ensure that the rights of these employees are fully respected.

The PSC is responsible for ensuring that these entitlements are respected; it does so through the Priority Administration Program. Before proceeding with an appointment process, organizations must first clearly demonstrate that they have consulted and considered the list of priority persons by obtaining a priority clearance from the PSC. The Priority Administration Program has been enhanced to better support the needs of employees and organizations and to help prepare for an increase in the number of priority persons.

Oversight of staffing system

Oversight activities are a priority for the Commission. This year the Commission conducted a higher number of investigations (184) and organizational audits (12). The results of oversight in 2011-2012 show that the overall integrity of the staffing system is generally sound. The PSC's audits provide valuable information about the performance of staffing in organizations; this year, they show that deputy heads and delegated managers are respecting their delegations and meeting their responsibilities. Progress is being made; however, some areas need further attention. These include strengthening the monitoring of appointment processes to determine areas for improvement and to detect and correct errors in a timely manner; addressing issues of how merit is documented; and ensuring consideration of priority persons to fill vacant positions. One of the PSC's priorities is to determine the key lessons that can be learned from the past audits and oversight activities and to communicate those trends to stakeholders. The PSC will continue to deal proactively with issues and problems that are identified through its oversight activities.

Hiring and staffing in the public service

In 2011-2012, as organizations prepared for Budget 2012, overall hiring[1] to the public service declined by 10.3% — the third consecutive year in which hiring decreased. As overall hiring has declined and the rate of departures has remained stable, the *Public Service Employment Act* population has shrunk from 216 709 employees in March 2011 to 211 610 employees in March 2012 — the equivalent of a 2.4% decrease. While the PSC saw decreases across all types of hiring, student hiring declined the least. It accounted for approximately one third of all hiring into the public service in 2011-2012. Casual hiring also declined, though it continues to be the main type of hiring. The PSC also saw a decline in staffing activities within the public service, and the rate of mobility to and within the public service reached its lowest level since the late 1990s. This year the PSC also saw a reduction in acting appointments, particularly at the executive levels, and a decrease in the time it takes to staff positions in the public service.

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[1] See Public Service Commission Glossary on-line at www.psc-cfp.gc.ca for definitions of terminology.

Ensuring a non-partisan public service and safeguarding impartiality

Safeguarding the political impartiality of the public service continues to be of critical importance. Chapter 4 outlines the work the PSC has done in this area, including the recent efforts and outreach directed at assisting public servants to better understand their legal rights and responsibilities with respect to engaging in political activities. In 2011-2012, the PSC found that employee awareness continued to increase: the Survey of Staffing - Candidates showed that 69% of respondents were aware of their rights and responsibilities to a moderate or great extent, up from 63% in the 2010 survey. The PSC will continue to collaborate with organizations and other stakeholders to find ways of sustaining this momentum.

Modernizing initiatives

In 2011-2012, the PSC continued to invest in technology as part of the modernization of its services, ensuring effective staffing and recruitment. The PSC has introduced on-line tools that offer greater access to public service jobs, easier assessment for candidates, improved testing and enhanced security. In 2011-2012, there were noteworthy advances in unsupervised Internet testing, the use of the PSC's on-line second language exams and the use of the PSC's on-line testing platform by organizations to deliver their own standardized exams.

In 2011-2012, the PSC began to explore opportunities to modernize its release of data to organizations through an on-line open data source. Making data available in a more timely way will not change the way in which the PSC reports to Parliament, but will allow organizations to respond to issues in real time. The PSC's efforts in this area are in line with the government's open data initiative.

The PSC also launched a review of its requirements for staffing reports from organizations with the goal of reducing the reporting burden. A redesign of the principal reporting tool used to assess organizational staffing practices will be rolled out in 2013. A more streamlined reporting function will ease reporting requirements for departments and agencies, while providing robust and useful information about the health of the staffing system. The PSC will work closely with organizations to enable their success and maintain the overall health of the public service staffing system.

Looking ahead

The PSC will continue to support organizations as they implement WFA stemming from Budget 2012. Efforts throughout 2011-2012 have set the stage for the effective management of the Priority Administration Program and the facilitation of priority placement. Further success in this area will depend on ongoing engagement and collaboration with key partners.

While the Priority Administration Program will be a key source of public service hiring over the next few years, it may not be able to meet all existing needs for what the *Clerk of the Privy Council's 2012 Report* refers to as "key skills gaps." Organizations are encouraged to continue to place an emphasis on business needs, and particularly to put in place comprehensive staffing plans to resource their organizations for the future.

Lessons learned from the period of WFA in the 1990s illustrate that recruitment into the public service should not cease. An inflow of new leadership, ideas and energy should be maintained even in periods of fiscal restraint. Student hiring takes on even greater importance in this context. The public service will also need to continue to conduct targeted recruitment to ensure that the public service of the future constitutes a skilled workforce that can deliver results for Canadians.

The PSC will continue to adapt its policy guidance, its services and its oversight to meet departments' and agencies' evolving needs in a changing public service human resources environment. The PSC is committed to fostering strong and collaborative relations with all stakeholders, including departments and agencies as well as bargaining agents, so that Canadians will continue to benefit from a professional and non-partisan public service.

CHAPTER 1

Enabling departments and agencies

1 Enabling departments and agencies

2011-2012 Highlights

- To enable organizations to effectively manage workforce adjustment situations resulting from Budget 2012, the Public Service Commission (PSC) anticipated the impact on programs, collaborated with central agency partners and proactively implemented improvements related to policy, services and systems.
- The Priority Administration Program was strengthened to assist departments and agencies in placing surplus employees. This involved outreach to organizations, information sessions and improvements of the Priority Information Management System. The priority system will be the main mechanism for filling vacant positions over the short and medium term.
- PSC service delivery is being transformed by leveraging technology, including the expansion of on-line assessment and improvements to the recruiting system.
- PSC recruitment programs continue to target skills shortage areas and address long-term renewal.

1.1 The Public Service Commission (PSC) is committed to working with departments and agencies to develop organizational capacity by providing policy guidance and expertise as they build a workforce to meet the current and future needs of the public service.

1.2 In 2011-2012, the PSC supported organizations in preparing for workforce adjustment (WFA) resulting from Budget 2012. The PSC anticipated the impact on programs and took a proactive approach to address upcoming requirements from the perspective of policy, service and systems. Through collaborative partnerships with central agencies and bargaining agents, and informed by organizational feedback, the PSC created statutory instruments and policy guides and implemented service and system improvements.

Supporting organizations in managing workforce reductions

1.3 The PSC reached out to organizations to prepare for the implementation of Budget 2012. Working within the human resources (HR) community, with central agency partners and the Regional Federal Councils, the PSC provided information to stakeholders across the entire public service. PSC representatives made presentations in workforce management sessions organized by the Canada School of Public Service (CSPS), at interorganizational meetings and in bilateral meetings with departments and agencies. Using this vehicle, the PSC provided comprehensive information to over 3 700 executives, managers, HR professionals and employees, in addition to supporting the CSPS training of more than 20 000 government employees.

1.4 While the Treasury Board of Canada Secretariat has overall responsibility for managing WFA situations resulting from Budget 2012, the PSC as an agency has two specific roles with respect to WFA. First, it provides policy guidance and support to organizations selecting employees for retention or lay-off. Second, it manages priority entitlements.

1.5 In 2011-2012, the PSC implemented a proactive approach to supporting organizations that are managing WFA situations. The approach ensured regular contact with organizations to provide as much up-front support as possible. The PSC provided expert policy interpretation and strategic staffing and assessment advice to organizations regarding the selection and assessment of employees affected by WFA. The PSC also directly supported organizations in their Selection of Employees for Retention or Lay-off (SERLO) processes, by providing selection services and tools tailored to the organization's needs and situation.

1.6 The Guide on SERLO was updated to provide more detailed and concrete guidance in a range of situations, and an Assessment Module was added to support managers in their selection decisions. A companion *Guide on Selection of Executives for Retention or Lay-off*, aligned with the *Directive on Career Transition for Executives*, was developed in collaboration with the Office of the Chief Human Resources Officer. These guides will assist managers in running merit-based, structured processes to help select employees who will be retained or laid off, and to do so in a fair and transparent manner.

1.7 **To facilitate the placement of affected employees**, the PSC implemented two transition measures. Some employees facing involuntary displacement have second language evaluation (SLE) results that are older than five years. Under our current policies, SLE results can be valid as long as the employee remains in their current position. However, when an employee is appointed to a new position, their SLE results must have been obtained within the past five years. The PSC amended its policies to allow managers to use SLE test results that are more than five years old to appoint employees facing involuntary displacement to bilingual positions, provided that the employees obtain new SLE test results within 12 months. This provision is time-limited; it will be in place until March 31, 2015. The PSC will be closely tracking and monitoring every case where departments and agencies use this temporary measure. Managers are expected to ensure that the bilingual functions of the position are carried out in the interim, so that service to the public and language of work requirements of the *Official Languages Act* are respected.

1.8 The PSC also developed the *Appointment or Deployment of Alternates Exclusion Approval Order* and its Regulations to support alternation, which allows surplus employees who want to stay in the public service the possibility of exchanging positions with those who wish to leave. Under normal rules, both the employees staying and those leaving would be subject to the full assessment of merit, even though the departing employees will never perform the duties of the positions that are going to be eliminated. The PSC has excluded departing employees from the application of merit, recourse and other provisions of the *Public Service Employment Act* (PSEA). These provisions still apply to the appointment or deployment of employees who stay in the public service. These regulations facilitate the exchanges, reduce the number of involuntary displacements, retain the skills and experience required to meet current and future needs and avoid spending public funds on evaluating departing employees.

1.9 Strong partnerships with the Office of the Chief Human Resources Officer and the Canada School of Public Service ensured a consistent and co-ordinated approach to providing workforce management tools and training across the public service. Joint efforts were made to develop on-line tools with which employees can seamlessly access information about workforce management.

1.10 **Priority Administration** - The PSEA and the *Public Service Employment Regulations* (PSER) provide entitlements, for limited time periods, for persons who meet specific conditions to be appointed in priority to all other persons. There are nine priority types, three of which are statutory and have precedence over other entitlements in the following order:

1. An organization's own surplus employees;
2. Employees returning from a leave of absence whose positions have been staffed indeterminately, or the employees who replaced them, if they are displaced when the employee returns from leave; and
3. Persons who have been laid off.

The six regulatory priority types found in the PSER follow the statutory priority types in order of precedence, but do not otherwise have an order:

- Surplus employees from other organizations;
- Employees who have become disabled;
- Canadian Forces (CF) and Royal Canadian Mounted Police (RCMP) members who have been released for medical reasons;
- Employees who are on a leave of absence as a result of the relocation of their spouse or common-law partner, and whose positions have not been staffed indeterminately;
- Employees who were appointed or deployed to a lower-level position and are entitled to be reinstated to their former level; and
- Surviving spouses or common-law partners of employees or members of the CF or RCMP whose death is attributable to the performance of duties.

1.11 The PSC has legal responsibility and plays a leadership role in ensuring that entitlements are respected and that priority persons are referred to vacancies and appointed, if qualified. In undertaking its role, the PSC administers the Priority Administration Program, including the Priority Information Management System (PIMS), an on-line inventory of priority persons whom hiring organizations are obliged to consider when staffing vacant positions and before completing any appointment process.

1.12 It is anticipated that the Priority Administration Program will become the primary mechanism to staff vacant positions in the near term. Deputy heads, managers and HR professionals will be expected to make concerted efforts to place qualified priority persons, and the PSC will manage the priority system rigorously to ensure the integrity of the process.

1.13 In 2011-2012, the PSC **strengthened the Priority Administration Program** by building resource capacity, enhancing program monitoring and implementing system improvements. New priority administration advisors were hired and completed required training and development. With this additional capacity, the PSC will be better prepared to meet expected demands and support and improve communications with priority persons and organizations.

1.14 PIMS was also enhanced in preparation for a greater volume of priority persons. Additional functionality was put in place to ensure that organizations are informed when their surplus employees are referred to positions in other organizations. Changes were also made to the referral process; priority persons are now provided with immediate notification of their referral to vacant positions, along with the qualifications of the position. This increases transparency, as the priority person receives this notification at the same time as the hiring organization.

1.15 An additional feature is being introduced as part of this ongoing upgrade of PIMS. Over time, the notification of assessment results will be released simultaneously to the priority person, the home organization and the PSC. This will increase fairness, access and transparency, as all concerned parties will receive the information at the same time. Should there be a difference of opinion about the outcome of the assessment and the feedback received, the issue can be dealt with before a clearance has been given to staff the position in question. Overall, these upgrades will encourage greater accountability on the part of both the hiring organization and the priority person.

Trends in Priority Administration

1.16 The total **overall population** of priority persons rose over the fiscal year, increasing by 211 as at March 31, 2012, and bringing the total number of active priority persons at year-end to 1 808 (see Appendix 2, Table 21):

- 1 822 new registrations; and
- 1 611 persons leaving the system

1.17 The **new registrations** represent a 22% increase when compared with the previous year (from 1 497 to 1 822). Of these new registrations, almost a third were persons with a surplus priority entitlement, representing an increase of 155% over the previous year (from 226 to 577).

1.18 The overall number of **persons leaving** the priority system increased (1 451 to 1 611):

- 814 priority persons were appointed, a 6% increase;
- 98 priority persons retired or resigned, a 18% decrease;
- 359 were 'other removals' (e.g. deployments to other positions or changes in priority type), a 15% increase; and
- 340 entitlements expired, a 35% increase.

Table 1: Surplus employees — New entitlements compared to appointments, by fiscal year

	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
New entitlements	254	107	422	226	577
Appointments	211	102	144	240	317

Source: Public Service Commission Priority Information Management System

Support for former Canadian Forces and Royal Canadian Mounted Police members

1.19 In 2011-2012, the number of new priority entitlements for medically released former members of the CF and RCMP decreased by 17% for the second year in a row (from 249 to 206). This is a change from the steady growth observed from 2006-2007 to 2009-2010. As shown in Table 2, the number of medically released members who were appointed to positions in the public service remained roughly the same compared to the previous year (from 154 to 158). However, over this time, an increase has been noted in the number of former CF and RCMP members whose entitlements ended without appointment. The PSC will be watching these fluctuations closely.

1.20 As part of the response to an evaluation of the priority system, a case management approach was put in place to provide greater assistance to these former members. Given that they are often unfamiliar with the staffing system as it operates under the PSEA, the PSC will work more closely with individuals and organizations to raise awareness and to provide more direct support to former members.

Table 2: Medically released former members of Canadian Forces and Royal Canadian Mounted Police — New entitlements compared to appointments, by fiscal year

	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
New entitlements	244	259	301	249	206
Appointments	138	205	215	154	158

Source: Public Service Commission Priority Information Management System

1.21 The entitlement for medically released former members of the CF and RCMP lasts for two years. In addition to reporting annually, in 2011-2012, the PSC introduced a new methodology for tracking these persons through the priority system. To make an exact comparison of appointment rates, the number of persons registered within a given fiscal year, referred to here as a "cohort," is tracked over the course of their two-year entitlement. This approach allows the PSC to better understand both the priority person's experience in the priority system and the rate of appointment and use of this entitlement over time.

1.22 The three most recent cohorts whose entitlements have now ended experienced an average appointment rate of 71.39% (see Table 3). As at March 31, 2012, this is the highest rate of appointment by category in the Priority Administration Program.

Table 3: Medically released former Canadian Forces and RCMP members: Priority registration, appointments and appointment rates, by cohort

Cohorts	Total registered	Total appointments	Appointment rate %
April 1, 2007, to March 31, 2010	244	177	72.5
April 1, 2008, to March 31, 2011	259	196	75.7
April 1, 2009, to March 31, 2012	301	201	66.8

Source: Public Service Commission Priority Information Management System

Innovation to support staffing modernization

1.23 The PSC is modernizing its products and services to improve support to organizations so that they can effectively carry out their staffing delegation. Key aspects of this modernization effort include a shift to using on-line tools to provide greater access to assessment expertise and system improvements that enable greater ease of use for job seekers and organizations.

1.24 **Expansion of e-testing, leveraging our infrastructure to support organizations in reducing costs -** The PSC continues to expand its e-testing capacity and has seen a steady increase in on-line testing. This increase is due in large part to the transition of SLE tests to the on-line testing system, replacing paper-and-pencil usage (see Table 4). The PSC also expanded the number of e-testing facilities within various organizations. The number of organizational e-testing centres has reached almost 300 and the number of certified public service employees qualified to administer these e-tests has increased to almost 1 000.

Table 4: Paper/pencil and on-line testing usage, by fiscal year

Type of tests	2007-2008 %	2008-2009 %	2009-2010 %	2010-2011 %	2011-2012 %
Paper/pencil tests	91.0	77.0	62.0	59.0	55.8
On-line tests	9.0	23.0	38.0	41.0	44.2

Source: Public Service Commission Test Scoring and Results Reporting System

1.25 E-testing facilitates the use of PSC standardized tests and supports faster, less expensive assessment. More importantly, the expansion of e-testing capacity also enables the development of innovative testing methods such as Computer Generated Testing. This enhances test security for critical exams such as the SLE suite of tests, the paper-and-pencil versions of which have been the subject of test security breaches in recent years.

1.26 As part of its efforts to enable organizations, the PSC expanded the use of its On-line Testing Facility to house organizational standardized tests. In 2011-2012, the PSC worked with the Canada Revenue Agency, the RCMP and National Defence (ND) to upload six standardized organizational exams (e.g. Canadian Forces Aptitude and RCMP Police Officer Recruitment Test, used for general recruitment and the Canada Revenue Agency Writing Skills Test in English or French).

By extending its e-testing capacity to organizational standardized exams, the PSC contributes to eliminating the need for organizations to duplicate testing infrastructure and helps them reduce their ongoing costs for testing by avoiding printing and inventory controls required for on-site exams.

1.27 The PSC also designed a series of Unsupervised Internet Tests (UITs), providing benefits to both organizations and candidates. The tests can be administered on-line, without supervision and at a location and time convenient for the candidate. These tests also provide an efficient way of assessing candidates concurrently across multiple locations with minimal logistics. UITs enable, early in the hiring process, identification and communication with those candidates who are most likely to possess the competencies required for the job. Such innovations lower assessment-related expenses for both candidates and hiring managers. Key aspects of the PSC's UITs include secured delivery of exams, followed up by a supervised testing session for those candidates who are successful on the UIT. As UITs are increasingly popular, and as organizations explore the development of their own UITs, the PSC will leverage its expertise and share best practices with organizations.

1.28 The following are some of the UIT accomplishments for 2011-2012.

- The Public Service Entrance Examination (PSEE) assesses problem-solving and reasoning ability for entry-level officer positions. The PSC introduced this test during the 2011 Public Service Recruitment (PSR) campaign, with 17 730 applicants tested at a location of their choosing. The top 65% of applicants in the 2011 PSR campaign were identified using the PSEE, reducing the number, cost and time of follow-up supervised assessments.
- Cognitive Ability (Level 1) assesses general problem-solving and reasoning ability for entry-level administrative support positions. This year, 6 610 candidates completed this test, across 7 different processes.
- Second Language Writing Skills is an optional self-assessment that provides applicants with immediate feedback on their second language writing skills. The applicant can then use results obtained on the self-assessment to determine whether to apply to a bilingual position or to focus on other, more suitable job opportunities. During 2011-2012, some 44 009 applicants used this tool.

1.29 **Improvements to the Public Service Resourcing System (PSRS)** – The PSRS is the recruitment system that supports the federal government's job portal, jobs.gc.ca. The system is designed to process large volumes of applications and facilitate timely pre-screening of applicant qualifications. PSRS functionality was initially developed to help facilitate the adoption of a national area of selection policy. Since this time, the PSRS has been regularly updated to ensure that all Canadians have access to apply to national jobs opportunities within the public service. (For the number of advertisements and applications, see Chapter 2, paragraph 2.5.)

1.30 To ensure effective oversight and continued direction for the system, the PSC established an interorganizational steering committee, co-chaired by non-PSC members. This committee, composed both of members of the HR community and line management from a range of organizations, met regularly to monitor the progress of changes, set priorities and ensure alignment with Government of Canada initiatives.

1.31 Through the guidance of the committee, the system was enhanced to improve the user's experience, strengthen accessibility and allow for more effective information capture and reporting. To support efficient recruitment, the PSC continued to transfer PSRS access directly to departments and agencies (9% increase in direct access), allowing for greater organizational control and process efficiency. The PSC supports direct access through ongoing training and guidance for organizations to ensure the effective use of the system.

1.32 In June 2011, the PSC also began to support the internal staffing system, Publiservice, taking ownership of it from Human Resources and Skills Development Canada. This transfer of responsibility will allow for greater integration of staffing and recruitment systems, supporting the modernization of the Government of Canada's infrastructure.

1.33 **Reduction in the reporting burden** – The PSC discontinued the requirement for organizations to produce Quarterly Staffing Activity Reports through the development of an automated process that leverages information readily available in its administrative databases.

1.34 **Introduction of pilot self-serve reports** – The PSC introduced a new self-serve portal in 2011-2012 that will progressively provide access to all staffing-related information, including historical trends and current information on public service jobs open to the public. The portal is being piloted within the PSC; over the next year, the PSC will be collaborating with organizations to increase accessibility to this data.

1.35 **Exploration and piloting of social media** – To modernize its recruitment platform, the PSC explored the use of social media as a means of reaching a wider audience and demographic. In 2011-2012, a Twitter pilot project was launched to expand the visibility of career opportunities in the federal public service and increase awareness of PSC programs and services. The pilot allowed the PSC to gain valuable insight into the use of social media, most notably the expectation for real-time information and interaction with users. The PSC will continue to explore social media to advance the recruitment objectives of federal organizations.

Policy, program and service delivery

1.36 The PSC continued to refine its policy suite, adapt staffing and recruitment programs and evolve assessment services in order to support organizations in achieving their business goals.

1.37 **Refinements to the policy suite, exclusion approval orders (EAOs) and regulations** – Through extensive consultations with key stakeholders, the PSC continues to review its appointment policies. The objective is to ensure a values-based, harmonized suite of policies that respect the provisions and spirit of the PSEA and that support a well-functioning delegated appointment system. The PSC approved a number of amendments to update and clarify the policy suite and expectations for a values-based staffing regime.

1.38 The PSC continued to work on regulations and EAOs in several areas in 2011-2012. In addition to supporting organizations with workforce reductions, work progressed on 11 EAOs and regulations during the reporting period. More detailed information regarding these EAOs and regulations can be found in Appendix 6.

1.39 **Selection services to support and build organizational capacity** – To support deputy heads and managers in exercising their delegated authorities and responsibilities, the PSC provides expert advice, products and services to assist in staffing and recruitment at all occupational groups and levels. These services are provided as a complement to organizational HR resources.

Exhibit 1: Examples of enabling services from 2011-2012

Public Works and Government Services Canada *(PWGSC) is consolidating pay administration services in Miramichi, New Brunswick. During this transitional period, a partnership between PWGSC and the PSC allowed the effective and efficient staffing of over 140 positions.*

The newly created **Shared Services Canada** *(SSC) sought the PSC's advice on the transition of employees from over 40 organizations to SSC. The PSC provided advice and guidance on the movement of positions into the new organization, including advice on statutory and regulatory approaches to resourcing.*

1.40 **Targeted recruitment to support renewal** – To support federal organizations with their renewal efforts, the PSC administers a number of programs and services. These assist the public service in achieving economies of scale by undertaking targeted outreach and recruitment.

1.41 The PSC manages three **student programs**: the Federal Student Work Experience Program (FSWEP), the Research Affiliate Program (RAP) and the Co-operative Education and Internship Program (Co-op). These programs are designed to meet the temporary resourcing needs of managers, while providing students with on-the-job assignments to develop skills and knowledge required for entry into the workforce. In 2011-2012, the number of hires or placements within FSWEP and Co-op decreased (5.4% and 6.0%, respectively), while the RAP showed an increase in hires (8.3%).

Table 5: Student program activities, by fiscal year

		2009-2010	2010-2011	2011-2012
Federal Student Work Experience Program	Applications	60 487	52 138	47 343
	Hires	9 613	8 781	8 305
Research Affiliate Program	Applications(a)	3 217	3 100	1 386
	Hires(b)	217	253	274
Co-operative Education and Internship Program	Placements	4 842	4 810	4 520

Source: Public Service Resourcing System and Public Service Commission hiring and staffing activities files

(a) These figures exclude cancelled advertisements.

(b) These figures include initial hires and extensions of employment with a break in service, as well as hires occurring prior to an advertisement being cancelled.

1.42 The PSC directly supports two **graduate programs**, the Post-secondary Recruitment (PSR) Program and the Recruitment of Policy Leaders Initiative, which support organizations hiring qualified post-secondary graduates. The PSR program is an annual national campaign to staff entry-level officer positions across organizations. The program targets specific job opportunities within an organization (e.g. Mathematical Statisticians with Statistics Canada), as well as broader job opportunities across the public service (e.g. the Pure, Natural and Applied Sciences Career Stream Inventory).

1.43 Each year, the PSC, in consultation with organizations, adjusts the PSR campaign to align with client recruitment needs. In 2011-2012, the PSR targeted five career streams (Business and Social Sciences; Health Sciences; Information Technology; Program Delivery and Support; and Pure, Natural and Applied Science). In 2011-2012, some 836 graduates were appointed to a variety of term and indeterminate positions (a 33% decrease compared to 2010-2011), with an additional 136 candidates hired into casual positions.

1.44 As part of the multi-year PSR program redesign, the fall 2011 PSR campaign introduced unsupervised Internet testing using the Public Service Entrance Exam (PSEE, see paragraph 1.28). The PSEE successfully reduced by 12% the number of supervised tests administered; additional efficiencies are expected once the exam has been fully implemented.

Table 6: Post-secondary Recruitment Program highlights, by fiscal year

	2009-2010	2010-2011	2011-2012
Number of applications	95 368	40 213	36 170
Number of unique applicants	38 981	20 857	21 643
Number of tests administered	51 239	35 070	30 950
Number of applicants hired	1 643	1 252	836

Source: Public Service Resourcing System and the Public Service Commission Test Scoring and Results Reporting system and hiring and staffing activities files

1.45 The Recruitment of Policy Leaders (RPL) Initiative recruits exceptional Canadian graduates with significant expertise in areas such as national security, health and social development, while enhancing policy analysis and development capacity in the federal public service. In 2011-2012, some 43 candidates qualified for the RPL Initiative, with 18 candidates appointed during the fiscal year. This represents a 40% decrease compared to appointments made in 2010-2011.

1.46 **Assessment services** – Assessment plays an essential role in supporting merit in public service appointment processes. The PSC assessment expertise provides support through a range of occupational tests, competency-based and leadership assessments and executive counselling services, as well as other customized assessment services.

1.47 Executive assessment volumes declined in 2011-2012 (see Table 7). The decrease in use of executive and non-executive assessment instruments is expected, given the decrease in staffing activity during the fiscal year. Further, Executive Counselling Services witnessed a shift in the pattern of service requests. For example, the demand for counselling decreased by 18%, while that for tailored workshops and leadership assessment increased by 47%.

1.48 The PSC provided organizations with a series of leadership assessment products and services. By targeting specific competencies, these assessment tools evaluate an individual's strengths and help identify their development needs. Evidence of potential is validated, enabling effective talent management and succession planning.

Table 7: Executive and non-executive assessment volumes and change, by fiscal year

Assessment	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	Change (over last year) %
Non-Executive assessments (excluding SLE tests)	142 248	114 051	90 216	62 064	58 723	-5.4
Executive assessment (including simulations and reference checks)	2 079	1 853	1 239	954	727	-23.8

Source: Public Service Commission Test Scoring and Results Reporting System and Assessment Centre Integrated Information System, as of March 31, 2012

1.49 In 2011-2012, the PSC's Personnel Psychology Centre launched a series of assessment seminars that offer HR advisors and hiring managers the opportunity to complement and extend the scope of their knowledge in three key assessment areas: Assessment accommodation, leadership readiness and development of knowledge tests. These seminars were designed to serve as opportunities for refinement of skills on key assessment issues.

Exhibit 2: Examples of customized assessment from 2011-2012

The PSC developed recruitment and promotion tools along with guidelines for the **Internal Audit Functional Community**, *including assessment-related products for its Professional Development Program.*

The PSC assisted the **Treasury Board of Canada Secretariat** *in reviewing the "Standard for Competencies of the Federal Government Procurement, Materiel Management and Real Property Community."*

CHAPTER 2

Hiring and staffing activity under the *Public Service Employment Act*

2 Hiring and staffing activity under the *Public Service Employment Act*

Highlights:

- In 2011-2012, hiring to the public service, as well as internal staffing activities, dropped for the third consecutive year. Hiring to the public service decreased across all tenures:
  - Indeterminate hiring down by 26.3%;
  - Casual hiring down by 9.3%;
  - Specified term hiring down by 7.2%; and
  - Student hiring down by 5.3%.
- As hiring to the public service dropped, the *Public Service Employment Act* population declined for the first time since the mid 2000s.
- Student hiring accounted for approximately one third of all hiring to the public service in 2011-2012. In the face of overall hiring declines, student hiring declined the least, by 5.3%.
- All types of indeterminate staffing activities decreased this year; in particular, promotions dropped by 19.9% compared to 2010-2011.
- Acting appointments decreased by 11.9% in 2011-2012. The Executive Group experienced a bigger proportional decrease, at 17%.
- The rate of mobility to and within the public service reached its lowest level since the late 1990s.
- The proportion of managers using collective appointment processes has been increasing, while time to staff decreased for both collective and individual appointment processes.

2.1 This chapter provides an overview of hiring and staffing activities in organizations under the *Public Service Employment Act* (PSEA) during fiscal year 2011-2012. The review of general hiring to the public service[2] is followed by a more focused review of staffing of indeterminate positions. Completed and ongoing studies are also discussed.

Overall public service hiring and staffing activities

2.2 Total hiring to, and staffing activities within, the public service declined for a third consecutive year. Hiring and staffing activities decreased by 12.1%, from 105 630 in 2010-2011 to 92 852 this year. The rate of mobility to and within the public service reached its lowest level since the late 1990s.

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[2] This includes indeterminate, specified term, casual and student hiring.

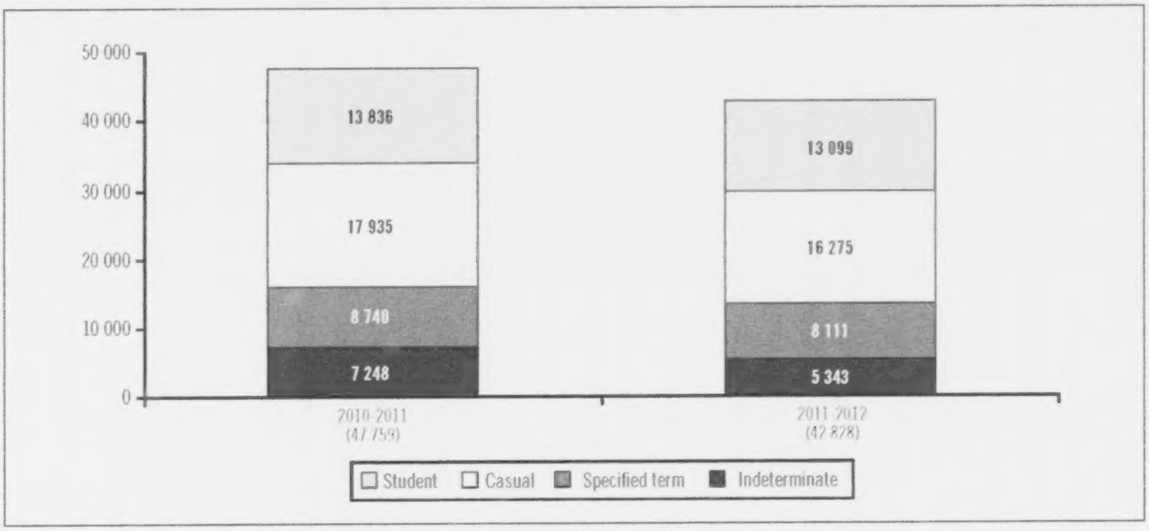
2.3 Despite the decline in staffing activities, the Public Service Commission (PSC)'s 2011 Survey of Staffing found that one quarter of public service employees were involved in staffing processes (advertised or non-advertised) for term or indeterminate appointments. This proportion of employees participating in staffing processes is similar to the proportion in the periods covered by the 2009 and 2010 surveys.

2.4 There were fewer advertisements for public service jobs and fewer hires to the public service this year. The combination of fewer hires and a stable number of departures from the public service resulted in a decrease of its population. There were 42 828 hires into the public service in 2011-2012, 10.3% (4 931) fewer than in 2010-2011. This is consistent with trends observed for public service job advertisements in recent years.

2.5 In 2011-2012, the PSC handled 472 792 employment applications in response to 1 936 external advertisements. Both numbers were down by approximately 40% compared to the 811 249 applications and 3 128 advertisements in 2010-2011. The number of individual applicants decreased by 21.7%, from 288 531 in 2010-2011 to 225 858 this year.

2.6 All hiring to the public service declined, with indeterminate hiring decreasing more than the hiring of specified terms, casuals or students. There were 26.3% fewer indeterminate hires this year (5 343) than last year (7 248). Consistent with this trend, indeterminate hiring accounted for a smaller share of all hires in 2011-2012, at 12.5% compared to 15.2% in 2010-2011, after peaking at 22.4% in 2008-2009.

Figure 1: Hiring activities under the *Public Service Employment Act*, by tenure and fiscal year



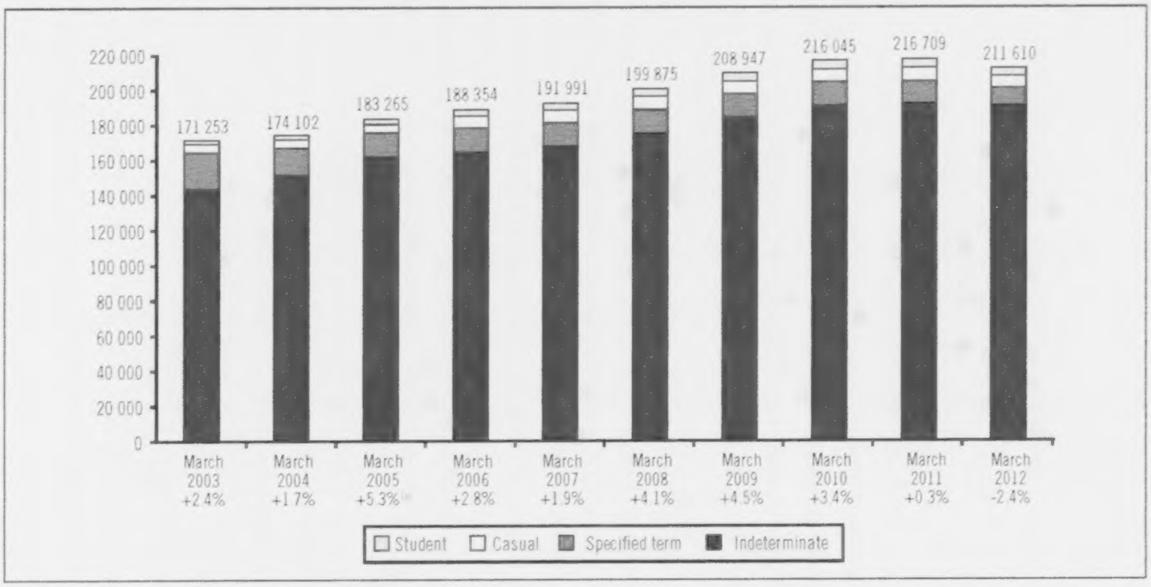
Source: Public Service Commission hiring and staffing activities files

2.7 Specified term hiring decreased by 7.2% in 2011-2012 (from 8 740 to 8 111), in spite of substantial hiring at Statistics Canada under the *Census and Survey Related Term Employment Exclusion Approval Order*. Excluding Statistics Canada hiring, specified term hiring in the rest of the public service declined by 17.9%, from 7 853 to 6 447.

2.8 Casual hiring declined by 9.3%, from 17 935 in 2010-2011 to 16 275 in 2011-2012. Student hiring declined by 5.3%, from 13 836 in 2010-2011 to 13 099 in 2011-2012. Student hiring accounted for approximately one third of all hiring to the public service in 2011-2012.

2.9 As more employees left the public service in 2011-2012 than joined it, the PSEA population decreased by 2.4%, from 216 709 in March 2011 to 211 610 in March 2012. Population growth has been slowing steadily since 2008-2009, but this is the first year since 2005 to show a decline.[3]

Figure 2: *Public Service Employment Act* population, by year, tenure and year over year change (%)



Source: Public Service Commission population files

(a) The growth in March 2005 includes the transfer of 9 507 employees from the Canada Revenue Agency to the Canada Border Services Agency. The number of employees in other organizations under the *Public Service Employment Act* decreased by 0.2% from March 2004 to March 2005.

2.10 Hiring declined throughout the country in 2011-2012, but slightly less so in the National Capital Region (NCR), where there was a 9.0% decrease compared to an 11.4% decrease in other regions. There was a high rate of specified term hiring for Census and National Household Survey operations at Statistics Canada, which partially offset the hiring decrease in the NCR.

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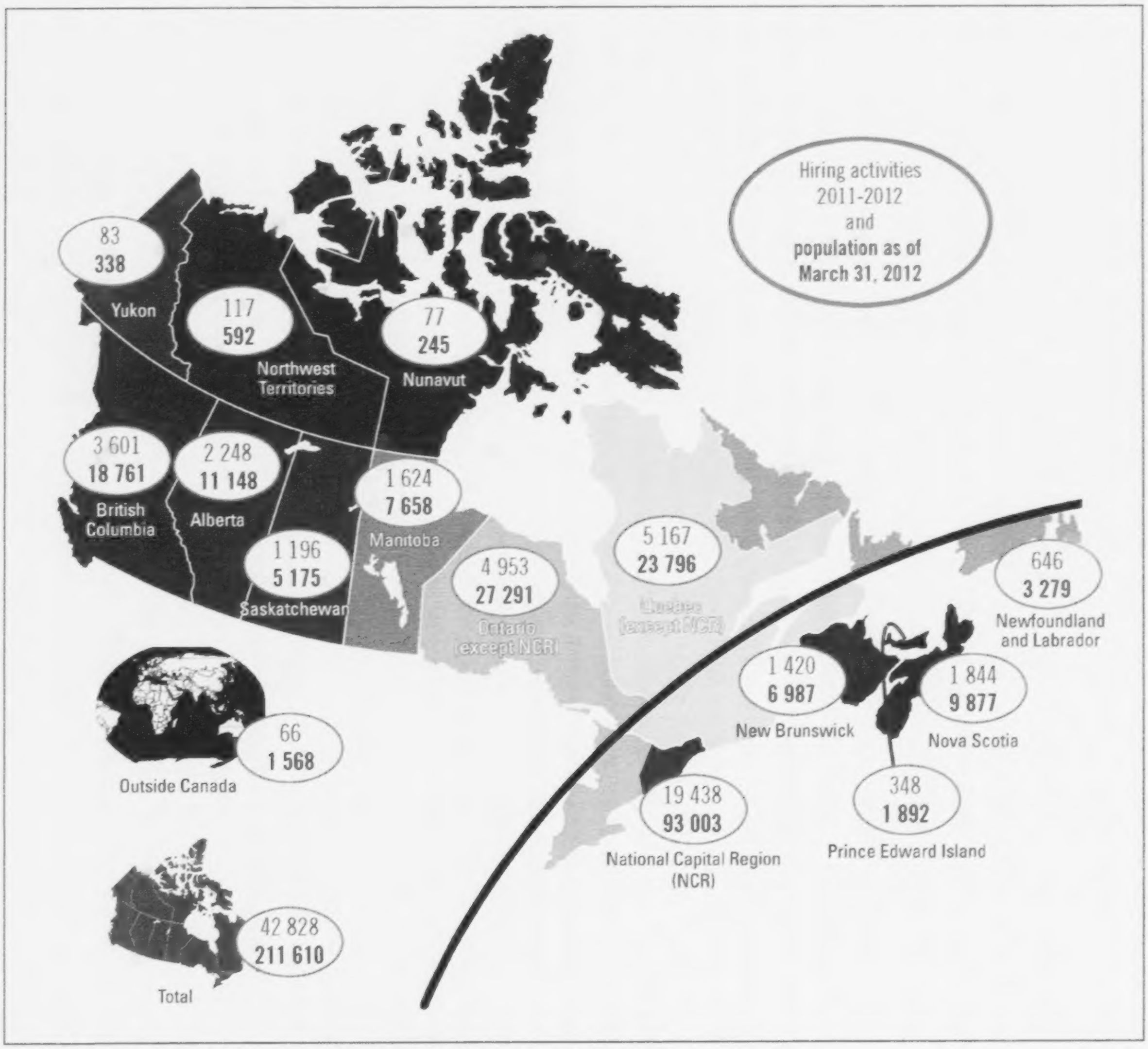
[3] The decrease in 2005 was offset by the return of the Canada Border Services Agency as a PSEA organization that year.

Figure 3: Hiring activities and population under the *Public Service Employment Act*, by geographic area


Hiring activities
2011-2012
and
population as of
March 31, 2012
83
338
Yukon
117
592
Northwest Territories
77
245
Nunavut
3 601
18 761
British Columbia
2 248
11 148
Alberta
1 196
5 175
Saskatchewan
1 624
7 658
Manitoba
4 953
27 291
Ontario (except NCR)
5 167
23 796
Quebec (except NCR)
646
3 279
Newfoundland and Labrador
1 420
6 987
New Brunswick
1 844
9 877
Nova Scotia
348
1 892
Prince Edward Island
19 438
93 003
National Capital Region (NCR)
66
1 568
Outside Canada
42 828
211 610
Total

Source: Public Service Commission hiring and staffing activities files and population files

Note: Totals include indeterminate and specified term employees, casuals and student hiring activities to the public service and population.

2.11 In 2011-2012, more than 40% of hiring occurred in five occupational groups: Clerical and Regulatory (CR), Administrative Services, General Labor and Trades, Program Administration and Economics and Social Science Services. There were 18 254 hires to the public service in these five occupational groups, 11.4% (2 353) fewer than in 2010-2011. These figures include Statistics Canada's hiring to the CR group under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order.*

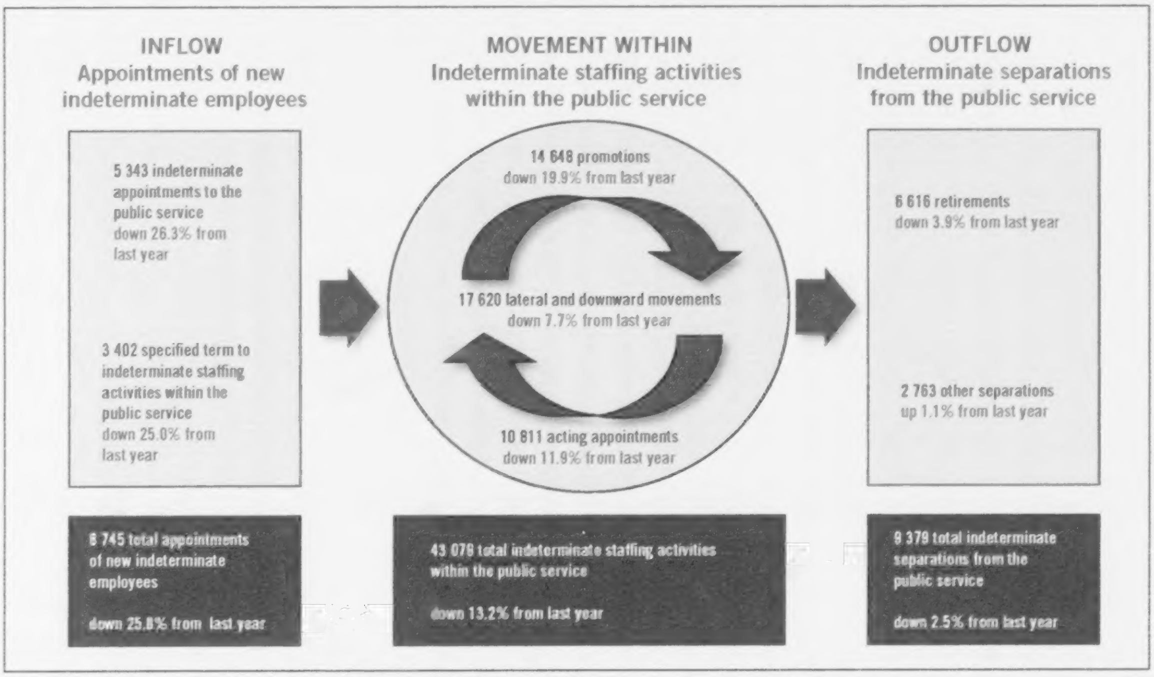
Movement of indeterminate employees

2.12 Movement of indeterminate employees within the public service decreased substantially in 2011-2012 relative to 2010-2011, as shown in Figure 4. In comparison, the number of separations of indeterminate employees from the public service was relatively stable.

2.13 The combination of fewer hires and stable departures resulted in a decrease by 0.7% of the indeterminate population, from 191 693 in March 2011 to 190 302 in March 2012. Over the past three years, the intake of new indeterminate employees has declined continuously, while departures have remained relatively stable. Consequently, population growth gradually slowed during this period.

2.14 The non-indeterminate population decreased by 14.8%, from 25 016 in 2010-2011 to 21 308 in 2011-2012. As a result, the indeterminate portion of PSEA employees overall increased to 89.9%, from 88.5% in 2011.

Figure 4: Indeterminate staffing activities and indeterminate separations under the *Public Service Employment Act* for fiscal year 2011-2012


INFLOW
Appointments of new indeterminate employees
5 343 indeterminate appointments to the public service down 26.3% from last year
3 402 specified term to indeterminate staffing activities within the public service down 25.0% from last year
8 745 total appointments of new indeterminate employees
down 25.8% from last year
MOVEMENT WITHIN
Indeterminate staffing activities within the public service
14 648 promotions down 19.9% from last year
17 620 lateral and downward movements down 7.7% from last year
10 811 acting appointments down 11.9% from last year
43 079 total indeterminate staffing activities within the public service
down 13.2% from last year
OUTFLOW
Indeterminate separations from the public service
6 616 retirements down 3.9% from last year
2 763 other separations up 1.1% from last year
9 379 total indeterminate separations from the public service
down 2.5% from last year

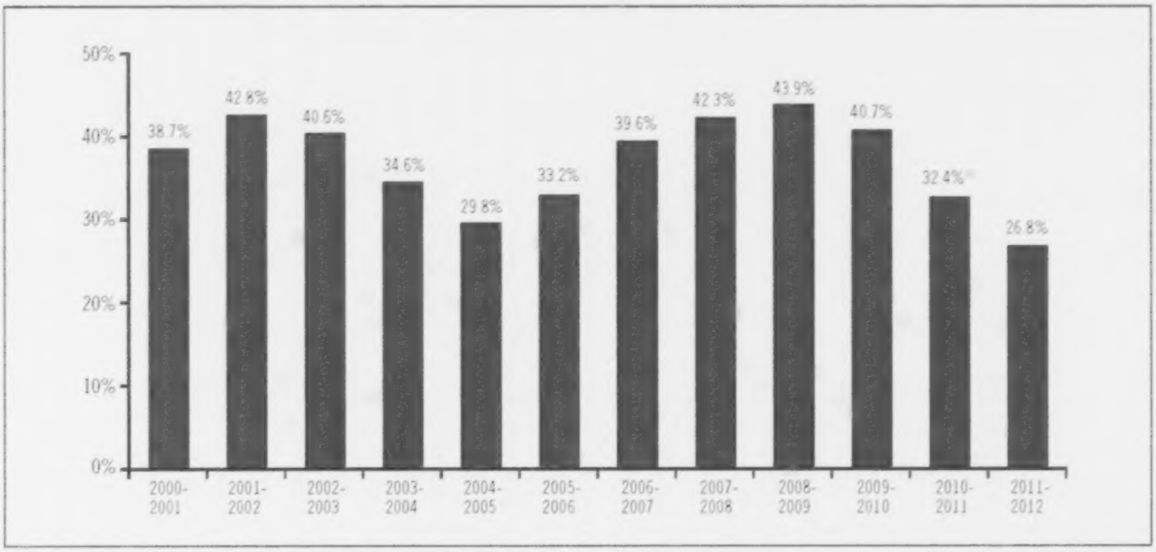
Source: Public Service Commission hiring and staffing activities, and separations files

Notes: Lateral and downward movements include deployments. Acting appointments of less than four months are excluded. The estimation methodology for acting appointments was enhanced in fiscal year 2011-2012. This added approximately 200 acting appointments to this fiscal year's total.

Inflow includes movements from non–*Public Service Employment Act* organizations such as the Canada Revenue Agency. Outflow does not include interorganizational movements within the PSEA, but does include movements to organizations outside the PSEA universe.

2.15 Mobility rates are measured by staffing activities relative to the total public sector population.[4] These rates have been declining over the last three years, reaching the lowest rate since 2004-2005 at 26.8%, as seen in Figure 5. In its 2011 update to the *Study on Mobility of Public Servants,* the PSC examined trends in employee movements within the public service. It found that this decline is primarily driven by a drop in promotions and external recruitment. For more information on this study, see Appendix 3.

Figure 5: Rate of movement for indeterminate appointments to, and staffing activities within, the public service, by fiscal year[(a)]



Source: Public Service Commission hiring and staffing activities files

[(a)] Mobility is the intra- and inter-organizational movements that include appointments to the public service, promotions, lateral and downward movements and acting appointments.

[(b)] This previously released figure for 2010-2011 has been revised.

Note: The figures exclude Canada Border Services Agency for all years.

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[4] The mobility rate is calculated as the ratio of the total number of hires, promotions, actings and lateral and downward appointments of indeterminate employees during the fiscal year to the average of the active population at the start and at the end of the same fiscal year.

Appointments of new indeterminate employees

2.16 Appointments of new indeterminate employees declined for a third consecutive year. A total of 8 745 new indeterminate employees were appointed in 2011-2012.[5] This number was 25.8% less than in 2010-2011 and was less than half of the 20 087 new indeterminate employees hired in 2008-2009, when the public service was last growing at a fast pace.

2.17 This year's decrease reflected reductions in external hiring (26.3% decrease) as well as in specified term to indeterminate appointments (25.0% decrease). External hiring remained the main source of new indeterminate employees and accounted for 61.1% of appointments in 2011-2012, compared to 61.5% in 2010-2011.

2.18 Appointments of new indeterminate employees declined more in the NCR (31.0% decrease) than in other regions (20.7% decrease). Nevertheless, organizations continued to hire at a higher rate in the NCR than in other regions. This, combined with lower separation rates in the NCR, contributed to a marginal increase in the proportion of indeterminate employees working in this region, from 44.4% in March 2011 to 44.7% in March 2012.

2.19 For the third consecutive year, a reduction of appointments of new indeterminate employees meant that fewer employees under the age of 35 years joined the public service than in the year before. Numbers dropped by 26.8%, from 6 590 in 2010-2011 to 4 824 in 2011-2012. This contributed to a reduction of 5.2% (2 123) in the number of public service employees within this demographic, from 40 562 in March 2011 to 38 439 in March 2012.

2.20 In 2012, the PSC updated a previous study, *New Indeterminate Employees: Who Are They?* Figure 6 displays the previous work experience of new indeterminate hires.[6] Though the proportion of new indeterminate employees with no previous experience in the public service has grown (to 33.9% in this fiscal year), the majority continue to have some type of past public service experience. "Specified term employment" continues to be the most common form of previous work experience. The proportion of those with previous casual employment experience had also been increasing, but dropped this year to 14.5%.

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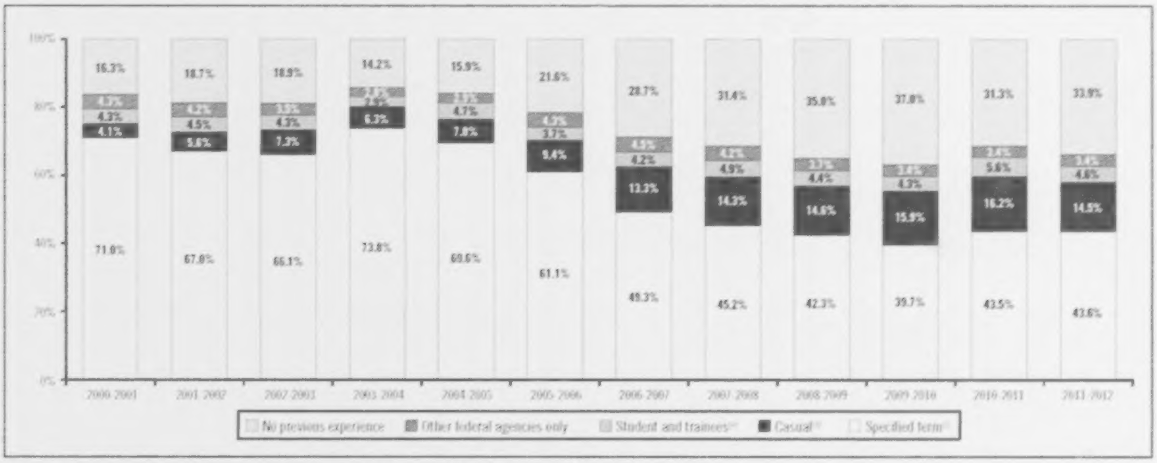
[5] New indeterminate employees were appointed through hiring (5 343) and through the appointment of former specified term employees (3 402).

[6] New indeterminate hires have had their careers tracked back and have been grouped by their previous work experience, including those with experience as casual only, specified term with or without a casual stint and students or trainees with other federal organizations and those with no public service experience at all.

Figure 6: New indeterminate hires by public service experience and fiscal year



Source: Public Service Commission Job-based Analytical Information System

(a) Students and trainees may include previous experience in other federal organizations.

(b) Casual may include previous experience as a student or trainee or in other federal organizations.

(c) Specified term may include previous experience as a casual hire, student, trainee or in other federal organizations.

Indeterminate staffing activities within the public service[7]

2.21 All types of staffing activities of indeterminate employees within the public service decreased this year, but promotions declined more than others. Internal staffing activities decreased more in the NCR than in other regions.

2.22 Indeterminate staffing activities within the public service decreased in 2011-2012. A total of 43 079 indeterminate staffing activities occurred within and across PSEA organizations during the year, 13.2% (6 569) fewer than in 2010-2011.

2.23 As shown in Figure 7, there were 14 648 promotions this year, a decrease of 19.9% (3 628) compared to 2010-2011. Acting appointments also decreased by 11.9% (1 464) to 10 811 and lateral and downward movements decreased by 7.7% (1 477) to 17 620.

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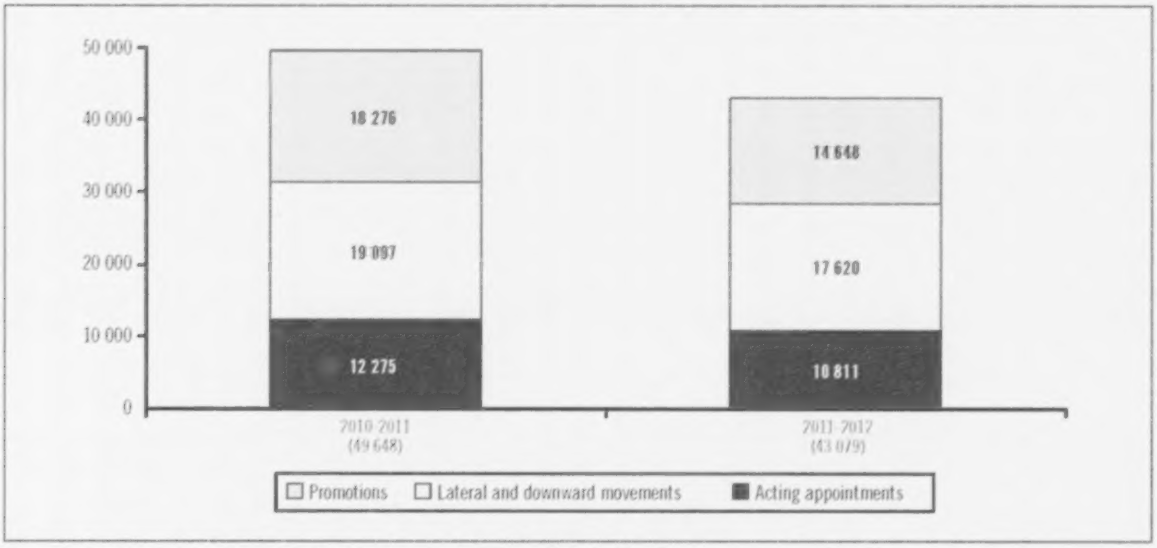
[7] "Indeterminate staffing activities within the public service" refers to appointments and deployments of indeterminate employees to indeterminate positions.

Figure 7: Internal staffing activities of indeterminate employees under the *Public Service Employment Act*, by type and fiscal year



Source: Public Service Commission hiring and staffing activities files

Note: Includes staffing activities to indeterminate positions of employees who were already indeterminate.
Lateral and downward movements include deployments. Acting appointments of less than four months are excluded.
The estimation methodology for acting appointments was enhanced in fiscal year 2011-2012. This added approximately 200 acting appointments to this fiscal year's total.

2.24 The decline in staffing activity was most evident in the NCR, where all types of internal movements decreased more than in other regions. Internal staffing activities declined by 16.1% in the NCR and by 9.2% in other regions.

2.25 Movements between PSEA organizations accounted for a somewhat smaller proportion of internal staffing activities this year, at 11.0% compared to 12.9% in 2010-2011. The proportion peaked at 14.4% in 2009-2010.

Executive staffing activities

2.26 Executives play both a leadership and a managerial role in the public service; this distinguishes them from other employees. Overall, appointments of new indeterminate Executives decreased for a third consecutive year. There were only 422 such appointments, 28.7% (170) fewer than in 2010-2011.

Table 8: Staffing activities of new indeterminate Executive employees under the *Public Service Employment Act*, by source and fiscal year

Source of new Executive employees	2007-2008		2008-2009		2009-2010		2010-2011		2011-2012	
	No.	%	No.	%	No.	%	No.	%	No.	%
From other occupational groups within the public service	556	85.0	698	88.0	596	88.0	519	87.7	365	86.5
Appointments to the public service	93	14.2	91	11.5	78	11.5	69	11.7	51	12.1
Appointment of term Executives to indeterminate positions	5	0.8	4	0.5	3	0.4	4	0.7	6	1.4
Total	**654**	**100.0**	**793**	**100.0**	**677**	**100.0**	**592**	**100.0**	**422**	**100.0**

Source: Public Service Commission hiring and staffing activities files

2.27 This year, the number of appointments of new indeterminate Executives was comparable to their number of separations. Hence, the indeterminate Executive population remained practically unchanged, from 5 077 in March 2011 to 5 069 in March 2012. This ended an upward trend that started in 2005-2006.

2.28 Consistent with previous years, only a small proportion (12.1%) of new indeterminate Executives was externally hired in 2011-2012.[8] The majority (86.5%) was appointed from other occupational groups within the public service.[9] The remainder was appointed from specified term status (1.4%). Similar proportions were observed among entrants at levels immediately below Executives: 14% were hired from outside and 86% were appointed from other groups within the public service or from term employment.

2.29 The number of new indeterminate Executives decreased by 32.6% in the NCR, while Executive separations decreased due to fewer retirements. These changes translated into similar numbers of employees joining and leaving the Executive Group in 2011-2012. As a consequence, the number of indeterminate Executives in the NCR in March 2012 (3 840 employees) was virtually the same as in March 2011 (3 838 employees). This stability followed a period of growth from 2006 to 2011, when the Executive population grew by more than 5% a year on average.

2.30 Casual hiring of Executives decreased in the last two years, from 151 in 2010-2011 to 124 in 2011-2012.

2.31 Indeterminate staffing activities within the Executive Group decreased by 12.0% in 2011-2012, from 1 245 to 1 095. Although all types of staffing activities decreased, the reduction was larger for acting appointments, which decreased by 17.2% (from 215 to 178), and for lateral and downward transfers, which decreased by 13.4% (from 689 to 597). Promotions decreased by 6.2% (from 341 to 320).

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[8] Half of these were hired from non–*Public Service Employment Act* public service organizations, such as the Canada Revenue Agency, the Canadian Food Inspection Agency or Parks Canada.

[9] New indeterminate Executives came predominantly from the Economics and Social Science Services (24.4%), Administrative Services (9.0%) and Program Administration (7.1%) groups.

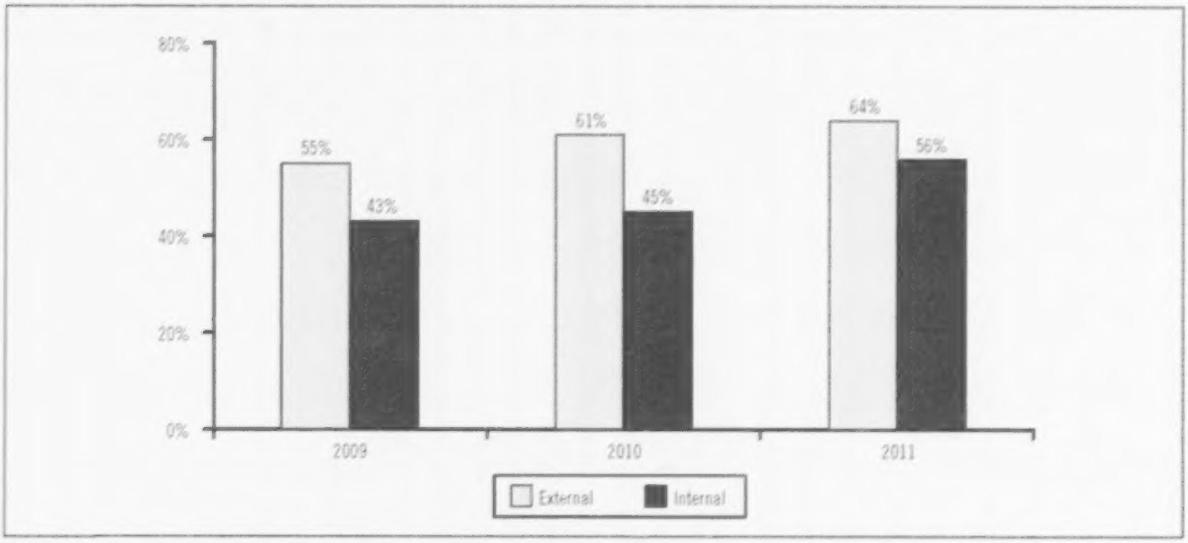
Time to staff

2.32 An efficient staffing system enables managers to meet their operational needs through timely recruitment and appointment of qualified candidates, while still respecting the values of the PSEA. One important measure of the efficiency of the staffing system is the time it takes to staff a position. There are two main ways in which advertised positions are staffed; through individual processes or through "collective" processes.[10] Based on the PSC's analysis of the 2011 Survey of Staffing - Managers, the overall average time to staff all indeterminate advertised positions (through collective and individual processes) was 20.4 weeks.[11]

2.33 There was a continued decrease this year in time to staff individual indeterminate advertised positions, from 21.8 weeks in 2009 and 21.3 weeks in 2010 to 18.5 weeks in 2011. The time to staff collective indeterminate advertised appointments dropped from 25.4 weeks in 2009 to 21.8 weeks in 2011. Non-advertised processes saw a slight increase in time to staff, from 12.5 weeks in 2009 to 13.6 weeks in 2011.

2.34 Collective staffing is often perceived as involving longer staffing times because of the complexity and the number of applications to process. However, on average, collective staffing took only a few weeks longer than non-collective staffing, while simultaneously qualifying multiple candidates. Survey data for internal processes show that, between 2010 and 2011, manager use of collective processes has grown significantly, from 45% to 56%. External processes, on the other hand, experienced a modest gain (from 61% to 64%). See Figure 8.

Figure 8: Use of collective advertised processes by hiring managers, by year



Source: Survey of Staffing – Managers: 2009, 2010 and 2011

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[10] The PSC estimates time to staff separately for individual and collective processes. Based on data collected through the Survey of Staffing – Managers, a process is identified as "collective" if it involves more than one hiring manager and/or appointments within more than one work unit or location and/or in multiple organizations.

[11] Based on manager estimates of the total time elapsed between when a staffing request form is submitted and when the appointee first reports for their new position.

2.35 In 2011-2012, the PSC used Survey of Staffing data to complete a study of time to staff; the study looked more closely at average time to staff. The study found that over half of the processes took 16 weeks to complete from start to finish, at least 4 weeks less than the average. This suggests that a smaller number of processes were fairly long, which skewed the average time to staff.

2.36 The study also identified various factors contributing to time to staff, including the number of human resources (HR) advisors involved in the appointment processes. More than one tenth of managers had three or more advisors for one appointment process. Only half of the managers making an indeterminate appointment using an advertised process reported having the same HR advisor throughout the process. Data from the 2011 Survey of Staffing indicate that time to staff significantly increased, from an average of 17.2 weeks if only one HR advisor was involved, to 20.4 weeks with two advisors, to 31.4 weeks if the HR advisor changed two or more times during the appointment process.

2.37 Other noteworthy factors contributing to time to staff include project management approaches and tools, as well as planning that involved advance notice of a vacancy. Furthermore, the study identifies the impact on time to staff of staffing positions in certain occupational groups, organizational size, security requirements and second language testing.

2.38 The PSC has developed a more timely and robust single measure for the time it takes to staff positions within the public service. This measure will overcome some of the limitations presented by existing measures, including inconsistencies between the start and end points for different types of processes (internal and external, advertised and non-advertised); appropriate measurement of collective pools (hiring managers who create pools face longer times to staff than those who choose someone from an existing pool); and data that are only updated quarterly or yearly. With the new approach, two aspects of the measure of time to staff can be highlighted: the time it takes to appoint the first candidate or group of candidates from a given process; and the time it takes to staff a subsequent candidate from the same process. This new measure will be tested with a few select organizations over the next year.

2.39 While the new measure of time to staff will help organizations monitor their own progress and identify areas where improvements can be made, it cannot identify those factors that may contribute to shorter or longer time to staff. The Survey of Staffing – Managers helps to fill this gap by asking managers a series of questions related to the appointment process to help explain variations in the time taken to staff positions.

Studies

2.40 The PSC conducts studies to contribute to a broader and deeper understanding of various staffing issues of interest to the PSC, federal organizations, other stakeholders and Parliament. These studies use statistical methods or descriptive tools to identify potential staffing issues and noteworthy practices. The PSC also undertakes a series of study updates, which can be found in Appendix 3.

Completed studies

2.41 ***Study on Understanding Staffing Data Systems in Public Service Organizations*** **-** To support its effort to provide timely and useful staffing data to organizations through its data warehouse, the PSC conducted a study to better understand the ways in which selected organizations collect, validate, use and report on both their own and the PSC's electronically available staffing data. This 2012 study found that some organizations have very sophisticated and advanced HR data systems. However, the lack of integration among different data sources is a major challenge. While some organizations reported little use of PSC data for their internal reporting, they also acknowledged that their awareness of PSC data tools and holdings is limited. The study made it evident that the PSC has not clearly communicated to organizations how its staffing data differs from internal organizational data, the different role each plays and how PSC data could be useful to them. The PSC therefore plans to consult with stakeholder organizations, including central agencies, about how to optimize data services for organizations.

2.42 In addition, the PSC developed a Data Quality Management Framework to ensure the quality of information in its data warehouse. This framework is based on the accuracy, relevance, timeliness, accessibility, interpretability, coherence, privacy and security of the data collected. Following the development of this framework, the PSC conducted a pilot project to assess the functionality of the framework using one of its data holdings. The framework was found to be a reliable tool to identify and address risks and gaps in data quality; in the future, it will be applied to all data holdings prior to their entry into the PSC's data warehouse.

Ongoing studies

2.43 Two studies are currently under way. The first focuses on strategic recruitment, in recognition that the government will need to retain and recruit employees with skills needed for the future. Recruitment patterns are being examined to determine whether, and where, critical skills gaps could occur, based both on recent practices and on a number of forecasting scenarios. This study also explores integrated business and HR plans across government. The second study focuses on employment equity (EE) in the public service, with a special emphasis on persons with disabilities. The study will explore two critical issues: the career progression of EE group members; and their perceptions of fairness in the staffing processes in which they participated.

CHAPTER 3

Overall progress regarding merit and the guiding values

3 Overall progress regarding merit and the guiding values

Highlights:

- In 2011-2012, Public Service Commission oversight activities found that the core values are generally being respected in appointment processes. However, some issues and areas for improvement persist. These include strengthening the monitoring of appointment processes to determine areas for improvement and accountability and addressing issues of how merit is documented.
- The requirement to use a national area of selection continued to enhance access for Canadians to externally advertised positions, with increases in outside-region application and appointment rates.
- Three of the four employment equity designated groups continue to be appointed to the federal public service at rates above their workforce availability. While the rate of appointment improved in 2011-2012, persons with disabilities are still applying and being appointed at rates below workforce availability.

3.1 The principal legislation governing staffing in the federal public service is the *Public Service Employment Act* (PSEA). The Preamble to the PSEA sets out a vision for a public service staffing system that is, among other things, based on values. The Public Service Commission (PSC) *Appointment Policies*, which give effect to the PSEA, reflect the values embedded in the legislation.

3.2 Merit is one of the cornerstones of an independent, professional public service. The PSEA and the PSC Appointment Policies require that all public service appointment processes be based on merit and be supported by the guiding values of fairness, access, transparency and representativeness.

3.3 There has been significant progress since the coming into force of the PSEA. This chapter presents the PSC's overall assessment of performance regarding merit and the guiding values in 2011-2012, based on the results of its various oversight and other activities.

Overall assessment

3.4 The PSC clarifies what values mean and how they should be applied through an integrated framework of guidance, policies and regulations that flow from the legislation. It also safeguards the integrity of the system through oversight activities, including studies, monitoring, audits and investigations. Through these oversight activities and effective communication and intervention, the PSC helps to promote the application of the core and guiding values in appointment processes and contributes to a well-functioning system.

3.5 Progress continues to be made with respect to the guiding values of fairness, access, transparency and representativeness, as demonstrated by PSC monitoring activities in 2011-2012. For example, access to indeterminate federal positions continues to improve, job opportunities are advertised for longer periods, the duration of acting appointments has decreased and three of four designated groups — women, members of the visible minorities and Aboriginal peoples — continued to apply, and be appointed, to the public service at rates higher than their availability in the workforce.

Merit

3.6 The PSEA requires that all appointments to and within the public service be made based on an assessment of merit and be free from political influence. An appointment is made on the basis of merit when the Commission is satisfied that the person appointed meets the essential qualifications for the work to be performed, including official language proficiency, having regard to any additional asset qualifications and any current or future operational requirements and organizational needs. As a core value of the public service staffing system, merit applies to appointments as well as to selection of employees for retention or lay-off (SERLO).

3.7 In March 2012, the federal government tabled its Budget 2012. For many organizations, this led to workforce adjustment (WFA), which can require the use of SERLO processes. The PSC has continued to work proactively with organizations to ensure that their SERLO processes are merit-based.

Results of Public Service Commission oversight activities and deputy head investigations

3.8 The PSC undertakes organizational audits that provide important information on the integrity of the staffing system. Based on the results of PSC audits completed in 2012, the core value of merit was found to be generally respected in the appointments examined. However, the PSC remains concerned about the number of appointments where the organization is unable to provide the necessary information for the PSC to determine whether merit was met.

3.9 The PSEA also provides the PSC with the authority to investigate some appointment processes. In proportion to the total number of appointment processes conducted, PSC investigations continue to corroborate the conclusion that merit is generally being respected.

3.10 However, in 2011-2012, the PSC conducted a higher number of investigations, many of which were referred to the PSC by organizations and some were the result of allegations of fraud within collective appointment processes. In addition, the number of deputy head investigations reported increased in 2011-2012.

3.11 This change in volume is in part due to strengthened efforts to monitor the staffing system, which enabled the PSC and organizations to proactively make corrections, in many cases before appointments were made. Details on the results and recommendations of audits, investigations and deputy head investigations can be found in Chapter 5.

Guiding values

3.12 The Preamble to the PSEA establishes that "Canada will continue to benefit from a public service that is based on merit and non-partisanship and in which these values are independently safeguarded." Further, "the public service, whose members are drawn from across the country, reflects a myriad of backgrounds, [... and] embodies linguistic duality." This supports the values of access and representativeness. In addition, the Preamble states that the "public service [...] is characterized by fair, transparent employment practices." These values of fairness, access, transparency and representativeness are reflected in the PSC Appointment Policy Framework, as well as the *Guide on Selection of Employees for Retention or Lay-off (SERLO).*

Fairness

3.13 While each of the four guiding values is defined as a unique concept, the perception of fairness can be influenced by the extent to which access, transparency and representativeness have been respected along with merit and non-partisanship.

3.14 **Employee perceptions about fairness** – The PSC Survey of Staffing – Candidates (SOS-C) has several questions related to fairness. Perceptions about the overall fairness of the staffing process have declined to 70% in 2011, as compared to 74% in 2010. The results of the 2011 cycle of the SOS-C also show that 63% of candidates felt that the assessment of their abilities, knowledge and work experience was fair, as compared to 68% in 2010. However, a closer examination of SOS-C response patterns for employment equity groups revealed that these percentages are lower for Aboriginal peoples (61%), members of visible minorities (58%) and persons with disabilities (54%).

3.15 Further analysis of the 2010 SOS-C also found that the outcome of the staffing process is the main driver of perceptions about fairness: successful candidates were five times more likely to feel that a process was fair than unsuccessful ones.

3.16 **Acting appointments** – Acting appointments can be a useful tool for meeting temporary operational requirements and for providing opportunities for employee development. However, as acting appointments may provide employees with an advantage when a process is launched to fill the position indeterminately, the improper use of these appointments can influence the perception of fairness.

3.17 The PSC monitors the use of acting appointments because of the potential risk they can pose to the values expected to guide decision-making. For 2010-2011, the PSC found that the rate of promotion following an acting appointment continued to drop, to 28.3% from 31.0% in 2009-2010. The duration of acting appointments ending with a promotion increased in 2010-2011 to 14.4 months from 12.8 months in 2009-2010. (See Appendix 3 for more information.)

Access

3.18 The PSC is committed to ensuring that all Canadians, including persons with disabilities who require accommodation, have access to job opportunities both internally and externally. In alignment with the decision in the case of *Jodhan v. Attorney General of Canada*, the PSC completed the required evaluation and implementation of changes in 2011-2012 to ensure that its systems are accessible to persons with disabilities.

3.19 The PSC uses and monitors four indicators to determine whether the value of access is respected overall: the length of time positions are advertised; non-regional application and appointment rates related to the use of a national area of selection (NAOS); the use of non-advertised processes; and the overall demand for assessment accommodation.

3.20 **Length of time for advertising** – One of the key indicators of access to public service employment is the length of time job opportunities are advertised. The PSC *Advertising Policy* requires job opportunities in the federal public service to be advertised for a minimum period of one business day. However, PSC guidance is that managers advertise for one to two weeks, depending on a number of factors.

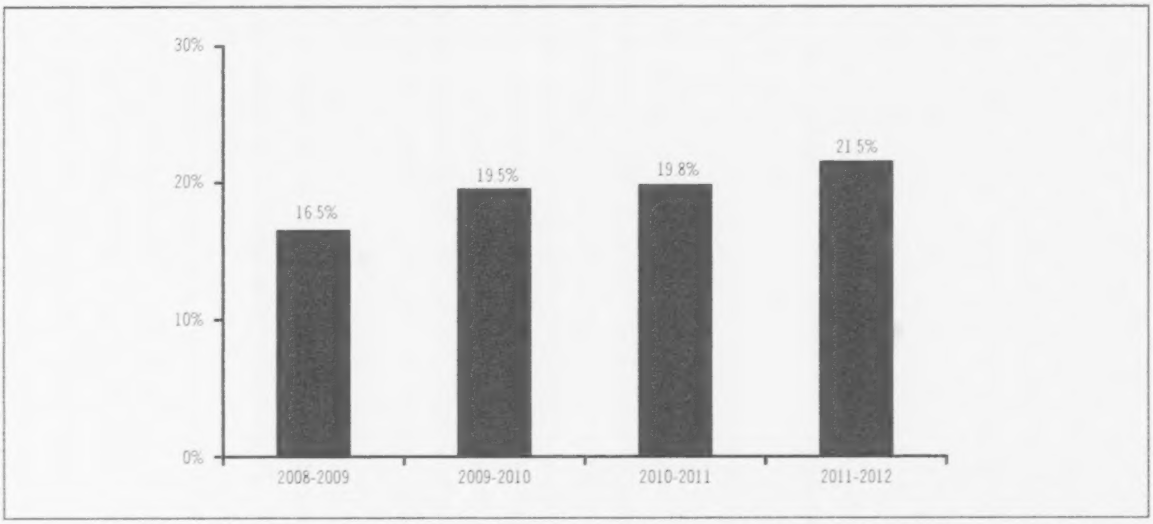
3.21 Overall, managers tended to advertise for longer periods of time in 2011-2012, as shown by an increase in the proportions of advertisements posted for seven days or more and a decrease in the proportion of advertisements posted for two days or less. Based on the Public Service Resourcing System (PSRS) and Publiservice advertisements, about 64% of external and 85% of internal advertisements were posted for a period of one week or longer in 2011-2012. Comparatively, in 2010-2011, these numbers were 60% and 84%, respectively. In 2011-2012, about 18% of external and 2% of internal advertisements were posted for two days or less. In 2010-2011, the numbers reflected 21% and 2.4%, respectively.

3.22 **National area of selection** – To ensure access to jobs in the public service to Canadians from across the country and those living abroad, the PSC *Area of Selection Policy* requires that externally advertised employment opportunities be opened nationally. As Tables 32 and 33 in Appendix 2 indicate, the use of NAOS is resulting more than ever in enhanced access to long-term and indeterminate public service jobs at both the officer and non-officer levels.

3.23 According to PSC data, the number of applications (456 252) for officer-level jobs increased significantly in 2011-2012, up 16% compared to the previous year (393 497) for 35% fewer advertisements open to all Canadians (from 2 788 in 2010-2011 to 1 817 this year). There was an increase in the overall outside-region application rate for officer-level positions, from 50.8% in 2009-2010 and 46.0% in 2010-2011 to 62.2% in 2011-2012. For non-officer jobs, the data show that the application rate from outside the region grew from 33.2% in 2009-2010, to 36.0% in 2010-2011, to 53.2% in 2011-2012.

3.24 The increase in outside-region application rates was also reflected in the increase in the proportion of appointments of applicants from other regions to non-officer positions, from 7.3% in 2009-2010, to 9.6% in 2010-2011, to 11.7% in 2011-2012. For officer-level positions, the proportion of appointments from applicants from other regions grew from 19.5% in 2009-2010, to 19.8% in 2010-2011, to 21.5% in 2011-2012.

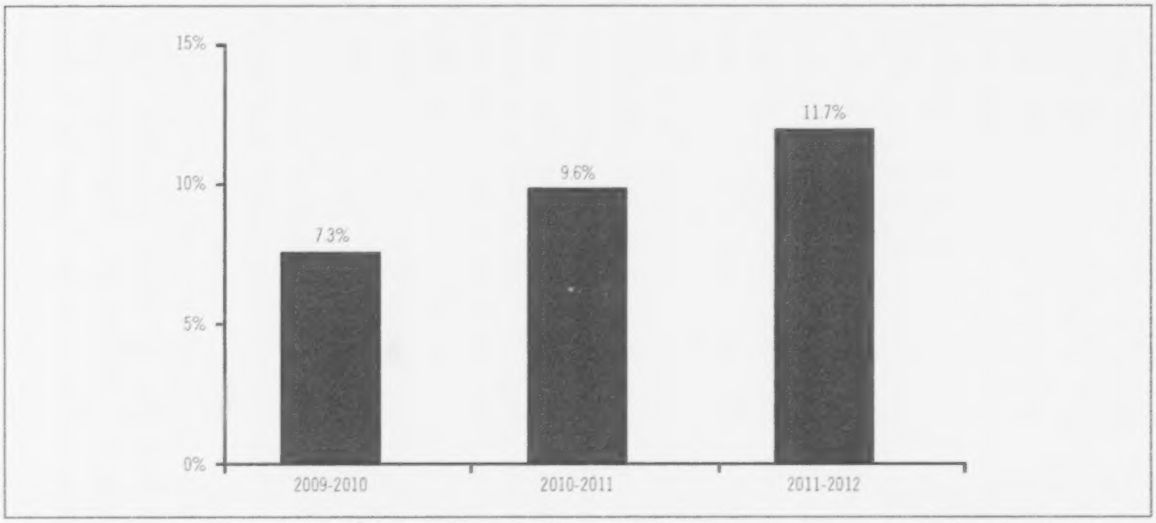
Figure 9: Proportion of appointments to public service officer level positions who were appointed in a geographic area outside of the area in which they resided, by fiscal year



Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

Note: This information is derived by matching the home address of the applicants (from the PSRS) to the job geographic area of those applicants who were appointed to the public service in the respective fiscal year (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Figure 10: Proportion of appointments to public service non-officer level positions who were appointed in a geographic area outside of the area in which they resided, by fiscal year



Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

Note: This information is derived by matching the home address of the applicants (from the PSRS) to the job geographic area of those applicants who were appointed to the public service in the respective fiscal year (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Non-officer jobs have been subject to the National area of selection requirement since the fourth quarter of 2008-2009.

3.25 **Use of advertised and non-advertised processes** - The PSEA and the PSC *Choice of Appointment Process Policy* provide sub-delegated managers with a variety of options when it comes to selecting an appointment process. Appointment processes can be advertised, non-advertised, internal or external, depending on the position to be staffed, the organization's needs and human resources (HR) and employment equity plans.

3.26 The appointment of an individual to a position without soliciting applications from other individuals is referred to as an appointment through a non-advertised process. In some situations, there may have been an advertised process prior to the non-advertised appointment. The PSC plans to work with organizations in the coming year to provide additional policy guidance to be considered when choosing the most appropriate appointment process.

3.27 In 2011-2012, the PSC changed the way it collects the information required to measure organizational use of non-advertised processes. The new automated process takes advantage of information readily available in the PSC's administrative databases. It replaces PSC Quarterly Staffing Activity Reports, a manual process that had been in place since January 2006. The change had a positive impact on both PSC and PSEA organizations. Not only has this change improved the completeness of information used to measure the use of non-advertised processes, it has also eliminated the requirement for organizations to report quarterly to the PSC on their staffing activities. Quarterly reports were identified as a source of organizational reporting burdens. In the next fiscal year, enhancements will be made to fill other information gaps using additional information drawn from the same administrative data sources.

3.28 Based on the PSC's hiring and staffing activities files, there was a decrease in the use of non-advertised processes by organizations. Rates of use fell from 34.7% in 2010-2011 to 32.6% in 2011-2012. Table 9 provides details on the use of advertised and non-advertised processes by appointment type for 2010-2011 and 2011-2012.

Table 9: Estimates of appointments under the *Public Service Employment Act* to and within the public service by appointment type, process and fiscal year[a]

Appointment type[b]	2010-2011		2011-2012	
	Advertised (%)	Non-advertised (%)	Advertised (%)	Non-advertised (%)
Appointments to the public service	80.3	19.7	84.7	15.3
Promotions	68.7	31.3	70.3	29.7
Acting appointments	31.1	68.9	33.5	66.5
Total	**65.3**	**34.7**	**67.4**	**32.6**

Source: Public Service Commission (PSC) hiring and staffing activities files matched to its administration data source

[a] In 2011-2012, the PSC changed the way it compiles the information required to measure organizational use of non-advertised processes. The change resulted in more comprehensive information and generally lowered the non-advertised share of processes. Figures shown above for 2010-2011 were produced with the new methodology and therefore differ from the figures published in last year's Annual Report, based on the previous methodology.

Due to timing and data quality issues, the PSC was only able to match approximately 73% of the appointments with PSC administrative data sources.

[b] Includes indeterminate and specified term appointments. Excludes lateral and downward movements, deployments and acting appointments of less than four months.

3.29 **Assessment accommodation** – Assessment accommodation ensures that candidates are not advantaged or disadvantaged during a staffing process. The demand for accommodation measures has risen by 9.2% in 2011-2012 (2 044 requests). Demand for accommodation involving organizational tests has risen by 64% (205 requests). This may be due in part to PSC outreach efforts to raise awareness.

3.30 In 2011-2012, the PSC enhanced its advisory role for persons with disabilities by delivering expert seminars on accommodation to 182 HR practitioners in the public service. In order to further reach out to clients, the PSC has also implemented a file and request management system for accommodation, which provides an on-line interface for entering and following up on assessment accommodation requests. This allowed for efficiencies both in processing requests and in reporting on accommodation activities. The PSC is also pursuing research on best practices in the accommodation field to ensure relevance and consistency of services to organizations.

Transparency

3.31 As reflected in the PSC's policies, respecting the guiding value of transparency requires that information about staffing strategies, decisions, policies and practices be communicated in an open and timely manner. When information about an appointment or a proposed appointment is missing or is not fully disclosed, it can raise legitimate questions about the merit, fairness and impartiality of staffing decisions.

3.32 **The Survey of Staffing – Candidates** seeks candidate perceptions about the transparency of staffing processes carried out within their work unit. In 2011, 70% of candidates indicated that they considered that staffing processes within their work unit were carried out in a transparent way, a decrease of 2 percentage points from 72%[12] in 2010. For the designated groups, this percentage drops to 56% for members of visible minorities, 57% for Aboriginal peoples and 54% for persons with disabilities.

3.33 **Informal discussion** – The PSC *Policy on Informal Discussion* states that, during an internal appointment process, persons eliminated from consideration are to be provided with an opportunity to discuss the reasons for their elimination from the process, as soon as possible after the decision is made. Informal discussions allow managers to correct any errors or omissions in the appointment process in an effective and timely fashion, thus allowing for appointments to be made without undue delay.

3.34 The results of the 2011 PSC Survey of Staffing – Managers showed that approximately 49% of hiring managers had been asked by a candidate for an informal discussion, compared to 50% in 2010. The survey showed no change in those who were satisfied with the outcome, at 62% in 2011. Candidate satisfaction rate with the time it took to have an informal discussion also remained stable, at 85% for the last three years.

Table 10: Results of informal discussion – Candidates eliminated from consideration in advertised staffing processes

	2009 (%)	2010 (%)	2011 (%)
Percentage of candidates who participated in an informal discussion	47	45	46
Percentage of candidates satisfied with the outcome of the informal discussion[a]	65	62	62
Percentage of candidates satisfied with the time it took to get an informal discussion[a]	85	85	85
Percentage of candidates who participated in an informal discussion who were screened back into the process	13	12	10

Source: Survey of Staffing – Candidates: 2009, 2010 and 2011 (weighted data)

[a] Includes candidates who were satisfied "to some extent" and "to a great extent."

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[12] As of the 2010 Survey of Staffing – Candidates cycle, all respondents were asked general staffing questions pertaining to their work unit, regardless of whether or not they participated in a staffing process during the reference period. Due to this methodological change, the result published in this report differs from last year's report.

3.35 The share of candidates who were screened back into the process as a result of an informal discussion decreased again slightly in 2011 (10%), compared to 2009 (13%) and 2010 (12%). On the other hand, the proportion of those who were eliminated from further consideration and who then sought an informal discussion with the hiring manager was similar for 2011, at 46%, compared to 45% last year.

Representativeness

3.36 The Preamble to the PSEA recognizes that the federal public service must be representative of Canada's diversity. The PSC and organizations must remain vigilant to ensure that progress on representation is maintained, for the benefit of all Canadians.

3.37 **Assessment of employment equity trends and performance** – As illustrated in Table 11, three of the four designated groups continue to apply and be appointed to the public service at a proportion exceeding their respective workforce availability. The exception is for persons with disabilities, who continue to be under-represented in terms of applications and appointments. It should be noted, however, that although the percentage of applicants within this group continued to fall, from 2.7% in 2010-2011 to 2.6% in 2011-2012, their share of external appointments increased slightly, from 2.6% in 2010-2011 to 3.0% in 2011-2012.

Table 11: Percentage of applicants to advertised processes and appointments to indeterminate positions and specified terms of three months and over in the public service, by employment equity designated group and fiscal year, compared to the 2006 workforce availability

Employment equity designated group	2009-2010	2010-2011	2011-2012	2006 WFA[a]
% of applicants[b]				
Aboriginal peoples	3.8	4.8	4.0	3.0
Persons with disabilities	3.0	2.7	2.6	4.0
Members of visible minorities	25.9	22.8	21.4	12.4
Women	45.3[c]	N/A[d]	N/A[d]	52.3
% of appointments to the public service				
Aboriginal peoples[e]	4.6	4.7	5.3	3.0
Persons with disabilities[e]	3.1	2.6	3.0	4.0
Members of visible minorities[e]	21.2	18.6	22.3	12.4
Women[f]	55.5	55.2	53.0	52.3

Source: Public Service Commission hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] The 2006 WFA for the public service was provided by the Office of the Chief Human Resources Officer.

[b] For applicants to advertised processes, the percentages for the four employment equity (EE) designated groups are based on applicants who self-declared through the PSRS.

[c] Due to a change in data capture, this percentage is not comparable to previous years.

[d] Due to a change in data capture, applicant data by sex is no longer available.

[e] Methodologically, for appointments to the public service, the percentages for these three EE designated groups are based on applicants who applied and self-declared through the PSRS in the preceding two years and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year.

[f] The figures for women appointed to the public service are extracted from the PSC hiring and staffing activities files, which are based on the Public Works and Government Services Canada pay system.

3.38 The proportion of women appointed from within the persons with disabilities and Aboriginal peoples designated groups decreased in 2011-2012, from 51.5% to 48.4% and 67.8% to 63.5%, respectively. In 2011-2012, the proportion of women appointed from the visible minority designated group was 55.0%, compared to 54.7% in 2010-2011 (see Table 34 in Appendix 2).

3.39 **Approach to affirm Aboriginal affiliation** - The PSC implemented a government-wide approach to the affirmation of Aboriginal affiliation on January 1, 2010. The approach requires all organizations under the PSEA to use an Affirmation of Aboriginal Affiliation Form (AAAF) for all appointment processes where the area of selection is limited to Aboriginal peoples, or limited to members of designated employment equity (EE) groups that include Aboriginal peoples.

3.40 Initially launched as a pilot, the use of the AAAF was monitored by the PSC for one year through quarterly reports and follow-ups with departments and agencies. Based on the results of the pilot, the PSC formalized in policy the requirement to use the AAAF for targeted processes. Following further consultations with stakeholders, the PSC has decided to apply the government-wide approach to the affirmation of Aboriginal affiliation to other types of appointment processes.

3.41 Effective April 1, 2012, the AAAF approach also applied to all processes that:

- Have as a merit criterion the organizational need of increasing the representation of Aboriginal peoples, or increasing the representation of members of designated groups, including Aboriginal peoples; or
- Involve selection from an Aboriginal inventory, or from Treasury Board of Canada Secretariat-approved student employment programs used to increase the representation of Aboriginal peoples, or of designated groups, including Aboriginal peoples.

3.42 Further details and the *Report on Assessment of the Implementation of the Government-wide Approach to Affirmation of Aboriginal Affiliation* are available on the PSC Web site.

3.43 **Promoting effective strategies to improve the recruitment of designated groups -** In May 2011, the PSC posted a literature review on its Web site, dealing with the recruitment of persons with disabilities in both the public and private sectors, in Canada and abroad, to help federal public service organizations to meet this ongoing challenge. The PSC complemented this research by engaging in discussions with the top six recruiting organizations to gain further insight and gather additional best practices.

3.44 Some of these best practices include a fully integrated business and HR plan incorporating a diversity and EE plan covering key areas (Human Resources and Skills Development Canada); the development of a database of non-government organizations, colleges and university centres for students with disabilities for communications, marketing and outreach purposes (Health Canada); and increasing awareness of persons with disabilities issues through in-house workshops on accommodation (Public Works and Government Services Canada).

3.45 The PSC and the Office of the Chief Human Resources Officer have complementary responsibilities for EE. As part of its responsibility for tracking trends in EE over time, the PSC completed and posted on its Web site a research paper on the *History of Employment Equity in the Public Service and the Public Service Commission of Canada*. By taking a retrospective look, the paper provides insight into the development of effective EE policies, approaches and strategies for the future.

3.46 In October 2011, the PSC published a statistical bulletin on the results of a study it conducted on the impact of linguistic requirements on career progression of visible minorities in organizations under the PSEA. This study concluded that visible minorities occupy an increasing share of bilingual positions in the public service and spend less time than non-visible minority group members in unilingual jobs before their appointments to bilingual positions.

Official languages

Staffing activities and official languages in the public service

3.47 As persons appointed must meet the official language proficiency requirements of the work to be performed, the PSC monitors staffing activities as they relate to official languages in the public service. (See Tables 35-39 in Appendix 2).

Non-imperative staffing

3.48 Positions may be staffed on a non-imperative basis under specific circumstances, as provided for under the Treasury Board *Directive on the Staffing of Bilingual Positions*. The *Public Service Official Languages Exclusion Approval Order* (the Order) and the *Public Service Official Languages Appointment Regulations* (the Regulations) are the statutory instruments whereby a person may be excluded from meeting the language requirements of a position for up to a maximum period of two years after appointment, if the appointment was the result of a non-imperative staffing process. Under certain limited circumstances, an extension of up to two years can be granted.

3.49 Non-imperative appointment processes accounted for a smaller proportion of indeterminate appointments to bilingual positions in 2011-2012 (3.4 %). This continued the downward trend that reduced the proportion from 23.1% in 2001-2002 to 5.2% in 2010-2011. Of these non-imperative appointments, in 2011-2012, 72.3% of appointees already met the language requirements upon appointment or were exempt from the requirements (See Table 39 in Appendix 2).

3.50 Over the past six years, appointees entitled to receive language training because they did not meet the language requirements of the position when appointed through a non-imperative process accounted for a decreasing share of appointments, falling from 1.7% in 2005-2006 to 1.0% this year. These appointees must meet the language requirements within the maximum time period allowed by the Order and the Regulations.

3.51 The PSC continued to monitor organizations to assess their compliance with the legislative requirements of the Order. Since the current Order and Regulations came into force on December 31, 2005, organizations opting to staff non-imperatively have gradually grown more familiar with their obligations, and each year there has been a decline in the number of cases that do not meet the requirements. There were 22 such cases as of March 31, 2012, a decrease from the 55 cases reported in 2009-2010. This decline continues the trend of fewer non-compliant cases, since the PSC reported 320 such cases as of March 31, 2006. The PSC is actively monitoring and working in close collaboration with organizations to ensure that the Order and the Regulations are implemented as required. Specifically in 2011-2012, the PSC developed, communicated and implemented a proactive approach to managing non-compliant cases.

Second Language Evaluation

3.52 The PSC is responsible for evaluating second official language proficiency for staffing purposes. The PSC conducts Second Language Evaluation (SLE) through standardized tests for Oral Proficiency, Written Expression and Reading Comprehension. In 2011-2012 (see Table 40 in Appendix 2), the PSC saw an overall 15.8% decrease in SLE testing.

3.53 **Pass rates** - The PSC also tracks pass rates for its three SLE tests: Oral Proficiency, Written Expression and Reading Comprehension (see Tables 12, 13 and 14). Variations in pass rates across years is expected due to a range of factors that influence test results, including the changing profile of those taking the tests, the reasons for the test and demographics. For example, one generally finds that people in language training obtain lower pass rates on the oral test than those who take the test for bilingual imperative job opportunities. Relative to last fiscal year, there was a lower percentage of people who took the oral test for imperative staffing purposes

(10% decrease) and a higher percentage (3% increase) who took the test for training purposes. This general tendency and the shift in reasons for testing may help to explain the decline in the overall pass rates for the French (4.8% decline) and English (3%) oral proficiency tests over the last two years.

Table 12: Pass rates for the English and French Test of Oral Proficiency by level and year[a]

Level	2007-2008		2008-2009		2009-2010		2010-2011		2011-2012	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	66.4	83.4	66.5	83.6	70.1	84.5	71.4	83.6	66.6	80.6
Level B only	76.0	90.4	76.6	91.4	81.2	92.9	83.2	94.1	79.0	92.5
Level C only	53.5	66.6	48.9	64.1	52.4	63.2	53.6	59.4	45.4	54.8
Level C Executives only	57.2	74.1	58.1	70.4	62.7	70.4	62.0	sample too small	57.8	76.6

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2012

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 13: Pass rates for the English and French Test of Written Expression, by level and year[a]

Level	2007-2008		2008-2009		2009-2010		2010-2011		2011-2012	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	57.8	76.2	59.7	67.7	58.4	71.7	55.2	77.6	58.2	80.2
Level B only	58.8	77.3	60.1	67.5	59.1	71.3	55.2	77.3	57.3	79.7
Level C only	44.9	67.5	50.4	66.4	42.8	69.9	40.3	72.0	44.9	74.0
Level C Executives only	sample too small	sample too small	61.1	sample too small	71.4	sample too small	sample too small	sample too small	sample too small	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2012

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 14: Pass rates on the English and French Reading Comprehension Test, by level and year[a]

Level	2007-2008		2008-2009		2009-2010		2010-2011		2011-2012	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	72.8	82.2	69.9	80.9	72.1	84.0	72.5	89.6	76.3	93.6
Level B only	77.8	87.8	76.0	86.7	77.2	88.5	75.3	91.8	79.5	94.6
Level C only	57.1	65.4	49.1	61.0	56.2	66.6	59.3	77.6	59.7	88.1
Level C Executives only	77.9	84.6	81.7	sample too small	75.0	sample too small	73.3	sample too small	73.5	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2012

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

CHAPTER 4

A non-partisan public service

4 A non-partisan public service

Highlights:

- In 2011-2012, employee awareness of their rights and responsibilities with respect to engaging in political activities continued to increase. Of Survey of Staffing – Candidates respondents, 69% indicated being aware of their rights and responsibilities to a moderate or great extent, up from 63% in the 2010 survey.
- In its 2010-2011 Annual Report, the Public Service Commission (PSC) committed to reviewing its *Political Activities Self-Assessment Tool: Assessing Your Specific Circumstances*. In 2011-2012, the PSC developed an on-line prototype following preliminary consultation and will conduct extensive testing of the prototype with stakeholders in 2012-2013.
- The PSC continued to work with organizations to improve the effectiveness of communication and outreach initiatives in 2011-2012. Of particular note is the integration of more comprehensive content related to political activities offered by the Canada School of Public Service and geared toward new employees, including *Paving the Way* and *Orientation to the Public Service.*

Introduction

4.1 The Preamble to the *Public Service Employment Act* (PSEA) recognizes that "Canada will continue to benefit from a public service that is based on merit and non-partisanship and in which these values are independently safeguarded."

4.2 Part 7 of the Act recognizes the right of employees to engage in a political activity, while maintaining the principle of political impartiality in the public service. It also sets out specific roles and responsibilities for employees and the Public Service Commission (PSC) related to political activities and the administration of the related political activities regime. In its 2010-2011 Annual Report, the PSC committed to address the need for employees to better understand their role in safeguarding a non-partisan public service and to enhance their awareness of the individual responsibilities that contribute to the protection of this core value. This chapter will elaborate on how the PSC worked to achieve this goal in 2011-2012.

Non-partisanship in staffing

4.3 **Relationship between the public service and the political spheres –** The PSC continues to be conscious of the complex and evolving relationship between the public service and the political spheres. The PSC identified this issue in its March 2011 *Special Report to Parliament: Merit and Non-partisanship Under the* Public Service Employment Act *(2003)*. Later in 2011, the Privy Council Office updated its *Accountable Government – A Guide for Ministers and Ministers of State*, which provided guidance for ministers' staff and brought clarity to this issue.

4.4 **Appointments of former ministerial staff –** Ministerial staff are hired by ministers, pursuant to section 128 of the PSEA. The *Federal Accountability Act*, which received Royal Assent on December 12, 2006, amended the PSEA by adding section 35.2, which allows that, after working as ministerial staff for three years, and once they have ceased in that capacity, they can apply to internal advertised appointment processes open to employees of the federal public service. The PSC confirms whether former ministerial staff meet the necessary criteria and provides those who do with electronic access to internal job postings for their one-year eligibility period.

4.5 The appointment of former ministerial staff into public service positions, like all appointments to the public service, must respect merit.

4.6 Since 2009, when former ministerial staff first became eligible for the mobility provision, the PSC has received a total of 26 requests to confirm eligibility, of which 18 were confirmed. In 2011-2012, the PSC received nine requests from former ministerial staff to confirm their eligibility for the mobility provision. Of these, eight were confirmed and one did not meet the three-year criterion.

4.7 **Former Governor in Council appointees –** Governor in Council appointments are made by the Governor General, on the advice of ministers. Appointments of former Governor in Council appointees to positions in the public service, like all other appointments, must respect merit. In 2011-2012, the PSC continued to track these appointments; however, the number is sufficiently small that reporting it could jeopardize personal privacy.

4.8 **Political influence in staffing –** As one of the core values of Canada's professional public service, non-partisanship in staffing must be independently safeguarded. Accordingly, appointments or proposed appointments under the PSEA must be made free from political influence. The PSC has exclusive authority to investigate any allegations of political influence in staffing; information on these investigations may be found in paragraph 5.57 of this report.

Political activities by public servants

4.9 **Overview of the political activities regime –** The PSC is responsible for administering the political activities regime set out in Part 7 of the PSEA. It provides advice and guidance to employees and organizations about political activities and reviews requests for permission to run as a candidate in an election. The PSEA prohibits the PSC from delegating its authority for political activities to deputy heads and limits the political activity of deputy heads to voting.

4.10 Part 7 of the PSEA applies to deputy heads and employees (including students) in all organizations to which the PSC has authority to make appointments (211 610 employees as of March 31, 2012). It also applies to six other organizations whose enabling legislation stipulates that the political activities provisions of the PSEA apply to their employees (including students, only if the organization considers that they are employees): namely Canada Revenue Agency, Parks Canada Agency, Canadian Institutes of Health Research, Financial Transactions and Reports Analysis Centre of Canada, National Film Board of Canada and Public Service Staffing Tribunal (47 750 employees as of March 31, 2012).

4.11 **Political candidacy** - Under Part 7 of the PSEA (section 114 and 115), an employee must request and obtain prior permission from the PSC in order to: seek nomination as a candidate in a federal, provincial or territorial election before or during the election period; be a candidate in a federal, provincial or territorial election before the election period; or seek nomination as, or be a candidate in a municipal election before or during the election period.

4.12 The PSC requires both sufficient information and time to consider each candidacy request on its own merit, taking into consideration factors such as the nature of the election, the nature of the employee's duties within the organization and the level and visibility of the employee's position.

4.13 The PSC will only grant permission if it is satisfied that seeking nomination as, or being, a candidate will not impair or be perceived as impairing the employee's ability to perform their duties in a politically impartial manner.

4.14 **Review of requests** – In 2011-2012, a total of 57 new candidacy requests were submitted to the PSC. Table 15 provides an overview of nature and status of the requests.

Table 15: Status of requests (April 1, 2011, to March 31, 2012)

Level of election	Carried forward from 2010-2011 Permission granted in 2011-2012	New candidacy requests received in 2011-2012					
		Permission granted	Permission previously granted still applies	Permission not granted	Requests withdrawn prior to PSC review	Requests pending PSC review	Total 2011-2012 new candidacy requests
Federal	4 (3 granted 1 denied)	0	0	0	0	0	0
Provincial	2 (1 granted 1 denied)	13[a] (1 leave without pay until election)	1	0	2	1	17
Territorial	0	2[b]	0	0	1	0	3
Municipal	1 (permission granted still applies)	27	3	0	3	4	37
Total	**7**	**42**	**4**	**0**	**6**	**5**	**57**

Source: Public Service Commission Internal Tracking System

[a] Three of the requests were from two employees requesting periods of leave of absence without pay before the election period.

[b] One of the requests is for a period of leave of absence without pay before the election period.

4.15 **Municipal elections –** In 2011-2012, municipal elections were held in Saskatchewan, British Columbia, the Northwest Territories and Nunavut.

4.16 Municipal requests in 2011-2012 represented the majority of total new candidacy requests received by the PSC (37 out of 57, or 65%). All permissions granted at the municipal level were completed using the streamlined approach introduced in the PSC's 2009-2010 Annual Report.

4.17 The PSC may make permission to seek nomination as, or be, a candidate at the municipal level conditional on an employee taking leave of absence without pay (LWOP) before or during the election period and/or on operational arrangements, such as not dealing with constituent files or with suppliers or contractors in the municipality. If the employee is elected, the PSC may require them to either take LWOP for the duration of the mandate or cease to be an employee. The PSC granted permission conditional on operational arrangements for 7 of the 27 requests submitted, but did not impose any periods of LWOP either before or during the election or if the employee was elected to municipal office.

4.18 **Federal, provincial and territorial elections –** In 2011-2012, one federal election, five provincial elections (Newfoundland and Labrador, Prince Edward Island, Ontario, Manitoba and Saskatchewan) and two territorial elections (Yukon and the Northwest Territories) were held.

4.19 For federal, provincial and territorial elections, an employee must request and obtain from the PSC permission to seek nomination before or during the election period and to be a candidate before the election period. They must also request and be granted LWOP to be a candidate during the election period. A public servant ceases to be an employee of the public service on the day on which they are elected in a federal, provincial or territorial election.

4.20 In 2011-2012, two public servants ceased to be employees as a result of being elected. In its 2010-2011 Annual Report, the PSC reported on all candidacy requests received for the May 2, 2011 federal election, including one denial.

4.21 **Streamlining provincial and territorial candidacy requests –** The PSC had previously committed to reviewing its approach to considering federal, provincial and territorial candidacy requests. The review was conducted and, effective November 1, 2011, the PSC streamlined its process for provincial and territorial candidacy requests. No changes were required for federal candidacy requests, given their low volume. During this review period, two requests for permission were reviewed using the new process.

4.22 ***Political Activities Regulations* (PAR) –** The PAR currently set out what constitutes a request for permission for candidacy and outlines the process for investigating an allegation of improper political activity. Building on its experience since the coming into force of the current political activities regime, the PSC is proposing to amend the PAR in 2012-2013 to improve their flow and address clarity issues. Included among the proposed amendments is specifying the time frame in which the Commission will render a decision, once complete information is received.

Non-candidacy political activities

4.23 Part 7 of the PSEA recognizes that employees have a right to engage in any political activity while maintaining the principal of political impartiality in the public service. Employees considering "carrying on any activity in support of, within or in opposition to a political party" and "carrying on any activity in support of or in opposition to a candidate before or during an election period"[13] are responsible for examining their own specific circumstances to assess and make informed decisions about whether their participation in a given non-candidacy political activity would impair, or could be perceived as impairing, their ability to perform their duties in a politically impartial manner.

4.24 There are a number of resources available, including a guidance document and the *Political Activities Self-Assessment Tool* (PA Tool), that can assist employees in making a decision about whether to engage in a particular non-candidacy political activity. The PSC also encourages employees to discuss their specific circumstances with their manager, their organization's Designated Political Activities Representative or the PSC.

4.25 **Status of the revisions to the PA Tool –** In its 2010-2011 Annual Report, the PSC committed to reviewing the questions in its *Political Activity Self-Assessment Tool: Assessing Your Specific Circumstances* to address concerns from users and bargaining agents that it unduly discouraged employees from participating in political activities.

4.26 The PA Tool assists employees in assessing, in light of a combination of the nature of the activity and factors such as the nature of the individual's duties and the level and visibility of their position, whether to engage in a particular political activity. Examples of non-candidacy political activities include campaigning for a political candidate and using social media or displaying political material to support or oppose a political party or candidate.

4.27 In 2011-2012, based on preliminary feedback from stakeholders, the PSC drafted revised questions for use in its PA Tool. An on-line prototype was developed that includes more options for non candidacy-related political activities to choose from, more questions related to employee visibility, a more complex scoring methodology and a more informative feedback report. The new feedback report suggests the risk of participating in the contemplated non candidacy-related political activity and explains the interplay between the factors examined.

4.28 In 2012-2013, the PSC will conduct extensive testing of the on-line prototype with stakeholders.

Awareness and outreach

4.29 **Level of awareness –** For the third year, the PSC's Survey of Staffing – Candidates collected data on four questions related to political activities, including employee participation in a political activity, their degree of awareness of their rights and responsibilities with regard to political activities and the extent to which their organization keeps them informed of these rights and responsibilities.

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[13] PSEA, paragraphs (a) and (b), in the definition of "political activity" in subsection 111(1).

4.30 The survey is sent to employees of organizations that conduct their staffing in accordance with the PSEA and that have at least 350 employees on the last day of the reference period. The reference period for the 2011 candidates' survey was from July 1, 2010, to June 30, 2011. The six organizations whose enabling legislation provides that the political activities provisions of the PSEA apply do not fall within the scope of the survey.

4.31 The 2011 candidates' survey indicated that, during the reference period, 7% of respondents engaged in at least one form of political activity other than voting or candidacy, such as volunteering for a political candidate or using social networking sites to express support for a political party. This is an increase from the 5% reported in both the 2009 and 2010 surveys.

4.32 Over the years, employee awareness has progressively increased. This remains the case for the 2011 candidates' survey. Of the respondents, 69% indicated being aware of their rights and responsibilities to a moderate or great extent, up from 57% and 63% in the 2009 and 2010 surveys, respectively. The survey results also indicated that 84% of organizations surveyed showed an increase in employee level of awareness.

4.33 The 2011 candidates' survey included a new question asking respondents to identify whether they were a manager or a supervisor. Of those who responded that they were a manager or a supervisor, 78% indicated being aware of their rights and responsibilities to a moderate or great extent. This is an encouraging result, since the PSC recommends that employees discuss their specific political activities-related circumstances with their manager.

4.34 The latest data from the 2011 candidates' survey indicates that nearly 66% of employees were informed by their respective organizations about their rights and responsibilities with respect to political activities to a moderate or great extent, up from 58% in the 2010 survey. Employees were also asked to indicate all people or resources they consulted concerning their rights and responsibilities with regard to participating in political activities. On-line and printed materials provided by the PSC continued to be the resources most frequently consulted by employees. This information will allow the PSC to better position outreach initiatives in 2012-2013.

4.35 **Outreach activities –** In its 2010-2011 Annual Report, the PSC underscored the need to continue working with organizations to improve the effectiveness of communication and outreach activities to increase the awareness of employee legal rights and responsibilities related to political activities. Communicating the necessary information to employees continues to be a top priority for the PSC, especially helping organizations with a large regional presence and remote locations.

4.36 To assist employees in understanding their legal rights and responsibilities with respect to engaging in any form of political activity, the PSC revised its *Political Activities and You* brochure, which was shared with all organizations.

4.37 The PSC continued to provide deputy heads with information communiqués for distribution to employees regarding political activities, including those for upcoming elections, as well as a communiqué explaining the new streamlined provincial and territorial candidacy process.

The PSC also liaised with provincial and municipal associations to provide information about employee legal rights and responsibilities related to political activities, for use in their publications and on their Web sites. The PSC also established a Web 2.0 presence to help organizations keep their employees informed about the political activities regime.

4.38 The PSC worked with the Office of the Chief Human Resources Officer to partner with the Canada School of Public Service (CSPS) to enhance the political activities content in training modules for new employees. Two mandatory CSPS courses, *Paving the Way* and *Orientation to the Public Service*, now have more comprehensive content related to political activities. These partnerships will continue in 2012-2013 by looking at other courses offered in the CSPS curriculum where political activities-related information could be added or enhanced.

4.39 Although the candidates' survey findings demonstrate an increase in the level of awareness related to political activities, the PSC will continue to enhance communication and outreach initiatives throughout 2012-2013 and will strive to look for new and innovative ways to continue this positive progression.

Investigations into political activities of public servants

4.40 **Authority** - The PSEA provides the PSC with exclusive authority to conduct investigations into allegations of improper political activities by employees. In cases where the allegation is substantiated, the Commission may take any corrective action that it considers appropriate.

Table 16: Public Service Commission investigations into allegations of improper political activities

[illegible]	[illegible]
Number of active cases carried over from previous years	1
Number of requests received in 2011-2012	11
Total number of active cases in 2011-2012	12
Number of cases completed in 2011-2012	9
Number of cases discontinued after referral to investigation	0
Number of investigations unfounded	0
Number of investigations founded	3
Number of cases closed at intake[a]	6
Number of active cases remaining as of March 31, 2012	3

Source: Public Service Commission Investigations Management Information System

[a] Cases closed for reasons that include unreasonable grounds (5) and discontinuance (1).

4.41 Three investigations into allegations of improper political activities were completed this year; in each case, the allegation was founded. These cases each related to employees failing to seek permission and a LWOP from the Commission prior to seeking nomination or running as a candidate in an election.

Looking ahead

4.42 The PSC is committed to engaging stakeholders to confirm their understanding of their legal rights and responsibilities related to political activities. Stakeholders will be engaged to consolidate current practices and procedures related to non-partisanship across organizations in place since December 31, 2005. Discussions will also clarify the interplay between non-partisanship and the *Values and Ethics Code for the Public Sector* and organizational codes of conduct.

4.43 Once these discussions have taken place, the PSC will determine how best to amalgamate existing information and feedback to enhance the understanding of non-partisanship as a whole.

CHAPTER 5

Oversight: Monitoring, audits and investigations

5 Oversight: Monitoring, audits and investigations

Highlights:

- The Public Service Commission (PSC) relies on a continuum of oversight mechanisms, which includes monitoring of the staffing performance of delegated organizations; audits, which provide an independent assessment of the performance and management of staffing activities; and investigations, which undertake detailed reviews of specific staffing and political activities.
- Overall, results from these oversight activities indicate that most key elements of the staffing framework are in place. Organizational performance in the management of staffing continued to improve in 2011-2012. Also, most organizations (91%, or 48 out of 53) succeeded in demonstrating acceptable performance through their assessment results.
- However, some issues persist. These include strengthening the monitoring of appointment processes to determine areas for improvement and to detect and correct errors in a timely manner; addressing issues of how merit is documented; and ensuring consideration of priority persons to fill vacant positions.
- In 2012-2013, the PSC will develop a new accountability framework to enable strategic analysis of the issues facing organizations, while further streamlining administration.
- The PSC plans to use trends analysis from audit results to develop guides and tools, as well as to contribute to developing training for human resources advisors and sub-delegated managers.

5.1 The Preamble to the *Public Service Employment Act* (PSEA) emphasizes the importance of both delegation and accountability in successfully implementing a flexible staffing environment. As a result, deputy heads and the Public Service Commission (PSC) are both accountable for the overall success of the staffing system.

5.2 The PSC's oversight role includes the ongoing monitoring of the staffing performance of delegated organizations, the conduct of audits that provide an independent assessment of the performance and management of staffing activities and the conduct of investigations of staffing and political activities. This chapter provides information on each of the oversight activities.

5.3 The oversight activities conducted by the PSC provide important feedback and information about staffing processes and practices to deputy heads, to the PSC and to Parliament. Information aggregated through oversight supports the continuous improvement of the staffing system by encouraging organizations to adjust their staffing practices. Corrective measures are implemented when required. Finally, oversight results also provide Parliament with information about how the system is demonstrating that merit and the guiding values of the PSEA are respected in appointments made across the federal public service.

Monitoring overview 2011-2012

5.4 One key oversight tool is the Staffing Management Accountability Framework (SMAF), which defines the PSC's expectations for a well-managed appointment system. Organizational staffing performance is assessed based on indicators contained in the SMAF and forms part of the PSC's assessment of the overall health of the public service staffing system. The SMAF for 2011-2012, as well as the assessment objectives, scope and methodology, is provided as Appendix 1.

5.5 The PSC delegates appointment and appointment-related authorities to deputy heads through the Appointment Delegation and Accountability Instrument (ADAI). Deputy heads may then sub-delegate authorities to managers within their organizations. Each ADAI requires that the deputy head report to the PSC on the accountability indicators identified in the SMAF.

5.6 Reporting on the SMAF is done via the Departmental Staffing Accountability Reports (DSAR) that organizations currently submit to the PSC towards the end of the fiscal year. In their DSARs, organizations self-report on their performance in two broad areas: Key success factors and short-term outcomes. The key success factors can be viewed as the infrastructure or building blocks of a merit-based staffing system that respects the core and guiding values of staffing in the public service.

Key success factors:

- Effective sub-delegation of staffing;
- Planning for staffing and monitoring of results;
- Organizational human resources (HR) support; and
- Organizational accountability for results.

5.7 The short-term outcomes are indicators that the PSC uses to measure the application of the core and guiding values in day-to-day staffing activities. Short-term outcomes include flexibility/efficiency (as measured by time to staff and discussed in Chapter 2); merit; and non-partisanship, fairness, access, transparency and representativeness (discussed in Chapter 3).

5.8 In 2011-2012, the PSC reduced reporting requirements to further streamline administration. The PSC formally discontinued the requirement for organizations to produce Quarterly Staffing Activity Reports. By shifting to an automated process that leverages comprehensive information currently available in its databases, the PSC reduced manual effort while improving data quality.

Monitoring results and areas for improvement

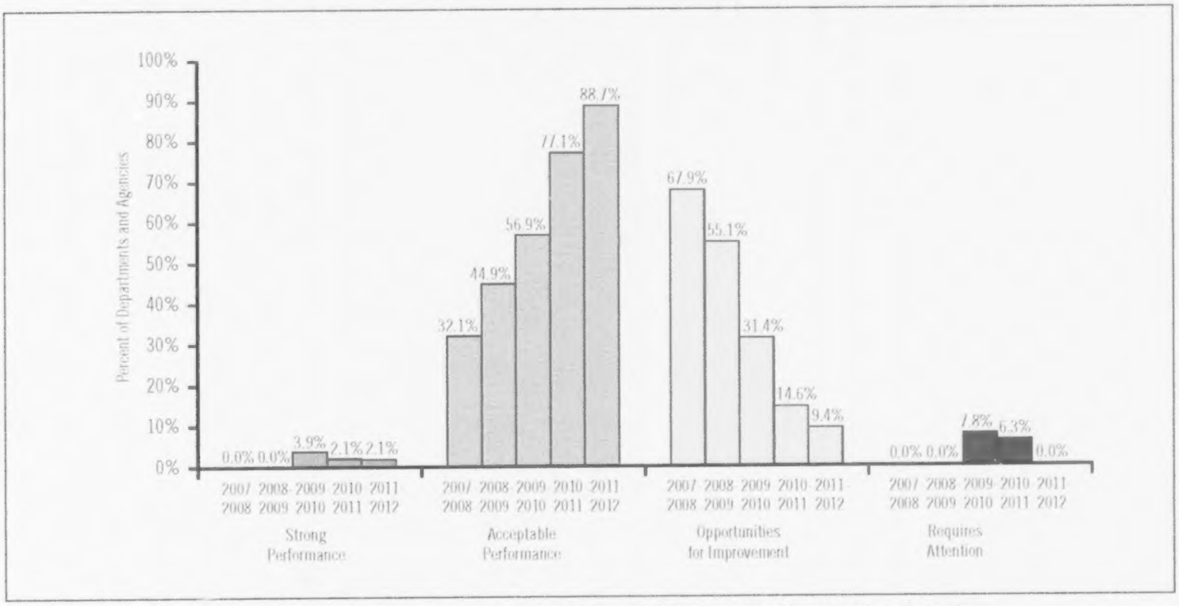
5.9 The PSC assesses all organizations against the key success factors. For the short-term outcomes portion of the assessment, a targeted, risk-based approach is used. The PSC focuses on the approximately 40% of organizations with weaker statistical performance on the short-term outcome measures, relative to other departments or agencies. Using this approach, the PSC asks organizations to report on what steps they are taking to address possible concerns.

5.10 Organizations also use the DSAR to report on the progress they have made in addressing performance feedback provided by the PSC in previous years.

5.11 The PSC relies on two distinct sources of information in its annual SMAF assessment process. Organizations self-assess and report (based on the assessment criteria) by completing the PSC's DSAR template and providing supporting documentation. In addition, the PSC generates and analyzes information from central sources (for example, operational staffing data on the use of non-advertised processes) and considers the results of PSC audits, investigations and studies in its assessment of performance.

5.12 The management of staffing in organizations continued to improve in 2011-2012. As seen in Figure 11, most organizations (91%) demonstrated overall acceptable performance against the key success factors and no organizations were rated as "requires attention." While all organizations have demonstrated progress against steadily evolving expectations since the introduction of the new PSEA, some continue to face challenges. Six organizations (11%) had less than acceptable performance in at least two of the key success factor areas.

Figure 11: Staffing Management Accountability Framework assessment results against key success factors for all organizations (excluding organizations with fewer than 100 employees), by fiscal year



Source: Public Service Commission Staffing Management Accountability Framework assessment results.

Note: Previous years' results (2008-2009 and 2007-2008) have been revised to reflect the methodology of the 2009-2010 Annual Report. Statistics are not comparable with the 2008-2009 or the 2007-2008 Annual Report.

5.13 SMAF assessment results illustrate the progress departments and agencies have made in improving HR management processes and systems since the coming into force of the current PSEA in December 2005. The PSC has worked in partnership with departments and agencies to improve the management of staffing.

Effective sub-delegation of staffing

5.14 This indicator measures organizations' ability to assess their use of delegated staffing and staffing-related authorities for compliance with relevant laws and policies. Specifically, it seeks to ensure that organizations have monitoring mechanisms in place to assure the proper exercise of delegated authorities and the monitoring of key staffing areas.

5.15 In 2011-2012, a total of 85% of organizations (45 out of 53) had acceptable performance or better in this key success factor, an improvement over the 72% reported last year. However, 9% (5 out of 53) of organizations had less than acceptable performance in terms of ensuring the proper exercise of delegated authorities by managers. Of greater concern to the PSC, 25% percent (13 out of 53) of organizations had less than acceptable performance in their monitoring of key staffing areas (7 received a rating of "attention required" in this regard). These organizations generally did not have adequate internal monitoring mechanisms for specific risk areas.

5.16 A number of organizations did not monitor the accuracy of staffing files; when documentation is missing or incomplete, an organization may have difficulty in confirming that an appointment was based on merit. Other areas of concern included organizational monitoring of the conversion of casual employees to term or indeterminate status and the use of non-advertised processes for term or indeterminate appointments.

Planning for staffing and monitoring of results

5.17 This indicator assesses organizations' ability to set out staffing management strategies and then monitor them to verify that expected results have been achieved and results communicated to senior management. Developing HR strategies to manage staffing and, most particularly, measuring progress against staffing strategies are considered. In 2011-2012, organizations used capacity in HR planning developed over the last five years to focus on preparing for workforce adjustment, as well as how staffing would be conducted. A total of 76% of organizations (40 out of 53) were rated as "acceptable" in this area.

5.18 Organizational performance related to developing effective staffing strategies remained unchanged in 2011-2012, where 21% (11 out of 53) of organizations had less than acceptable performance.

5.19 Performance in assessing actual staffing results against targets improved significantly, such that 17% (9 out of 53) had less than acceptable performance, compared to 42% (22 out of 53) in 2010-2011. While there is progress in this area, it remains a concern to the PSC, as seven of these nine organizations are large organizations, representing 36% of the public service employee population.

Organizational human resources support

5.20 This indicator measures the degree to which organizations have the support structures in place to manage staffing. As with planning for staffing, capacity in this area also facilitates the management of workforce adjustment activities. In 2011-2012, for the first time, all 53 organizations were rated as "acceptable."

Organizational accountability for results

5.21 This indicator assesses how well organizations have addressed issues of concern identified by the PSC in previous years, primarily with respect to monitoring of staffing results.

5.22 The percentage of organizations with "acceptable" performance in implementing the PSC's recommendations continued to increase: 89% (47 out of 53) in 2011-2012, up from 74% the previous year and 51% in 2009-2010.

5.23 Forty-three organizations received performance feedback from the PSC following the 2010-2011 assessment of staffing performance. Many of the recommendations relate to the areas noted above and were provided in previous years.

5.24 Thirty-seven of 43 organizations responded to and demonstrated improvement with respect to all of the recommendations the PSC made in previous years. Two responded to at least half of the recommendations and demonstrated improvement. Four organizations acted on fewer than half of the PSC's recommendations or were unable to demonstrate improvement. Overall, this is an improvement over last year, but the PSC remains concerned about the inability of some organizations to address recurring issues that it has identified.

5.25 The PSC is discussing these findings with the organizations of concern. The intent is to work with them to improve performance.

Top performers

5.26 Considering all areas (key success factors and short-term outcomes) **Agriculture and Agri-Food Canada (AAFC)**, the **Correctional Service of Canada (CSC)** and **Health Canada (HC)** received overall ratings of "strong" for 2011-2012. These were the highest ratings of the 53 organizations assessed.

5.27 All three organizations were rated as "acceptable" or better in all areas rated. For HC, this is the second year in a row that the department has received an overall rating of "strong." The PSC also notes the steady progress in overall staffing performance that CSC has made since 2009-2010, as well as AAFC's record of solid performance (overall results of "acceptable" or better) since 2007-2008.

Table 17: Top performers, based on the Public Service Commission's 2011-2012 Staffing Management Accountability Framework assessment

Organization
Agriculture and Agri-Food Canada
Correctional Service Canada
Health Canada

Source: Public Service Commission Staffing Management Accountability Framework assessment results

5.28 In 2011-2012, staffing performance in most PSEA organizations was much improved; no organizations received an overall rating of "attention required" (the lowest rating) for the combined key success factors and short-term outcomes, with only two organizations rated as "opportunity for improvement." There has been steady progress in this area. In 2009-2010, there were eleven organizations with "less than acceptable" performance; in 2010-2011, there were five such organizations.

Noteworthy practices

In terms of **fair** treatment of employees, **Agriculture and Agri-Food Canada** demonstrated strong workforce management capabilities when 300 employees in Manitoba and Saskatchewan were affected by a workforce reduction initiative. It maximized placement opportunities for these employees in innovative ways, engaged the bargaining agent and provided support by putting career counselling, training and other tools at their disposal.

The **Correctional Service of Canada** initiated numerous **employment equity** strategies, such as supporting designated group advisory committees, developing staffing strategies specific to designated group members and launching outreach activities.

Health Canada continued its good practices in **sub-delegation of staffing** authorities by providing clinics for managers on how to document decision-making, as well as developing reference tools and templates. The department also offered managers learning sessions on other staffing-related topics. By creating a Centre for Persons with Disabilities, Heath Canada also promoted the development of a diverse and **representative** workforce at all levels of the organization.

Public Works and Government Services Canada has established a comprehensive workforce strategy for **priority referral management**, which includes processes and tools. In addition, the department has taken a leadership role within the staffing community by sharing its workforce management practices. Its strong practices in **employment equity** are noted in Chapter 3.

Revising the Staffing Management Accountability Framework

5.29 The SMAF has continued to evolve since it was put in place in 2005. In 2011-2012, the PSC launched a review of the SMAF to identify opportunities to streamline it, reflecting the fact that HR infrastructure across the public service has matured considerably since the enactment of the PSEA. A literature review of PSC studies, internal and external stakeholder consultations and a technical analysis of the SMAF were completed.

5.30 The intent is to redesign the SMAF to provide deputy heads with a more efficient and focused management tool, while providing the PSC and Parliament with the assurance that the delegation of staffing authority is exercised in a way that respects the PSEA and maintains the integrity of the staffing system. The new SMAF is expected to be implemented in 2013-2014.

5.31 During the 2012-2013 transition year, the PSC will be asking organizations to report on a limited number of specific areas, such as official language exclusion orders, political activities, investigations into staffing, management of priority entitlements and progress on previous recommendations from past SMAF assessments and PSC audits. The limited reporting requirement will enable departments and agencies to focus resources on implementing workforce adjustment activities; continuing to improve staffing monitoring, where required; and preparing for the new SMAF in 2013-2014.

5.32 The PSC will continue to work closely with organizations to enable their success, while further reducing the reporting burden on organizations and maintaining essential system-wide monitoring of the health of the staffing system.

Audits

5.33 Audits provide information to organizations, the PSC and Parliament on the integrity of the staffing system. PSC audits are an important part of a feedback loop that contributes to the deputy heads' understanding of staffing risks, controls and governance within their own organizations.

5.34 **Enabling organizations** – The PSC, based on the systematic review of audit findings and recommendations, will support and work with organizations in identifying measures to improve staffing performance, with a focus on learning and continuous improvement. To promote better communications and assist organizations in preparing for an audit, the PSC has also made its audit criteria and program available to all organizations through the government Web site GCPEDIA.

5.35 The PSC is committed to working with organizations to determine whether it can rely on the internal reviews or audits completed by organizations so as to achieve audit efficiencies for both the PSC and organizations. This practice of establishing reliance, which is broadly accepted in the audit profession, also promotes improved collaboration and organizational ownership of the appointment framework. Prior to establishing reliance for audit purposes, the PSC completes a robust assessment of the results to ensure that the work completed by the organization meets the PSC audit standards and includes sufficient and appropriate evidence.

5.36 **Reporting against the Audit and Studies Plan** – The Audit and Studies Plan for 2012-2013, published in the PSC's 2010-2011 Annual Report, identified 12 organizational audits, 3 follow-up audits and 3 studies to be completed in 2012. One organizational audit has been delayed to 2013. One additional audit originally planned for publication in 2013 was undertaken in 2012, and two of the three follow-up audits planned have been completed. Information on the Audit and Studies Plan for 2013-2014 can be found in Appendix 5.

5.37 Twelve organizational audits were completed in 2012: Copyright Board of Canada, International Joint Commission, Hazardous Materials Information Review Commission, Canada Industrial Relations Board, Transportation Safety Board of Canada, Office of the Information Commissioner of Canada, Canadian Radio-television and Telecommunications Commission, Public Prosecution Service of Canada, Canadian International Development Agency, Department of Justice Canada, Passport Canada and Public Works and Government Services Canada. These audits are published under separate cover as *PSC Audit Reports 2012*.

5.38 **Audit objectives** – The objectives of each of the audits were to determine whether the organization has an appropriate framework, systems and practices in place to manage its appointment activities and to determine whether appointments and appointment processes in the organization comply with the PSEA, the *Public Service Employment Regulations* (PSER), the PSC Appointment Framework and related organizational appointment policies.

5.39 **Audit observations and trends** – This year, the audits have found that most key elements of the staffing framework are in place. On the whole, organizations continue to make progress in identifying staffing strategies that support their staffing priorities. Further, the majority of organizations audited in 2012 were analyzing variances between planned and actual staffing, which they used for adapting their staffing strategies, as required. Almost all of the organizations audited have provided sub-delegated managers with access to training, tools, policies and guides, as well as access to HR advisors, to carry out their appointment-related authorities.

5.40 Notwithstanding, a number of observations and issues found in the PSC Audit Reports over the last several years continue to be identified in current audits. These include the need to strengthen monitoring of appointment processes for improvement and accountability; the lack of sufficient, appropriate or accurate assessment and documentation of merit; and the use and consideration of priority entitlements.

5.41 *Monitoring of appointment processes:* Audits found that, although some organizations have identified monitoring and control mechanisms, their implementation and application are inconsistent. Without proper monitoring to ensure compliance with legislative and policy requirements, it is difficult for the organization to identify risk areas and take effective corrective measures in a timely manner. Having an effective monitoring regime would allow for the continuous improvement of staffing performance in organizations.

5.42 The PSC is committed to developing guidance and providing assistance to organizations to facilitate the implementation of appropriate monitoring and controls for the review of appointments, while taking into consideration the size of the organization.

5.43 *Challenges in demonstrating merit in appointment processes:* The core value of merit must be the basis of appointments to and within the public service. For the appointments examined in the course of the organizational audits completed in 2012, merit was generally respected and there were very few appointments for which merit was not met. However, the number of appointments for which merit could not be demonstrated remains significant. In such instances, the organization is unable to provide the necessary information to demonstrate that the appointment respects merit; as a result, the PSC cannot determine whether merit was met or not.

5.44 This year, the PSC has worked to identify specific factors and issues related to appointment processes where merit could not be demonstrated. This analysis has revealed a number of problems, ranging from inadequate assessment tools that did not include all applicable merit criteria to key pieces of documentation, such as the assessment results for the person appointed, that were not provided or made available upon request from the PSC.

5.45 In addition to the recommendations that are provided to each organization to promote improvement, the PSC will also be using the results of this year's audits to develop guides and tools, as well as contribute to training for HR advisors and sub-delegated managers. This will assist in ensuring that assessments are comprehensive for all merit criteria used in making the appointment decision, are correctly and fairly implemented and are properly documented to demonstrate that merit is being respected.

5.46 *Non-advertised appointment processes:* Audits continue to find that the written rationales used to support the choice of non-advertised processes do not always demonstrate how the guiding values have been considered in the selection and appointment processes. The PSC will be working with organizations to provide clear guidance and examples to support them in making decisions about the choice of this type of appointment process.

5.47 *Consideration of priority entitlements:* Rigorous use of the Priority Administration Program is essential for ensuring that priority persons are fairly considered and appointed, if qualified. Concerns and inconsistencies in the application of priority entitlements have been identified in current audits. This increases the risk that priority persons were not adequately considered in making appointments to or within the public service.

5.48 The PSC has included a recommendation, through its audits, to those deputy heads for whom concerns regarding the respect of priority entitlements were identified in the audit of their organization. Further, the PSC will be actively monitoring the priority system to ensure that these legal entitlements are respected and priority persons are appointed to vacant positions when found qualified. Finally, the PSC has already added an indicator to the 2011-2012 SMAF, based on central data, as the first step in a larger monitoring effort that will measure how responsive and respectful organizations are in fulfilling their legal responsibilities as part of the PSC's expectations for a well-managed, values-based appointment system.

Noteworthy practices

Noteworthy practices and processes in organizational appointment frameworks have also been identified in this year's audits. For example, the audit of **Passport Canada** found that the organization had conducted an effective monitoring of a sample of their appointments. The results and recommendations of this exercise were communicated to senior management, and an action plan was developed and implemented to address the items raised. In addition, Passport Canada provided training sessions to its sub-delegated managers and HR advisors.

In addition, the **Transportation Safety Board of Canada** had business plans that included staffing strategies and were communicated to employees to encourage their involvement in various projects. Analysis of the variance between planned and actual staffing activities was reported to senior management, and these results were used to make adjustments, as required.

Finally, through the follow-up audit completed this year, it was identified that **Infrastructure Canada** increased its oversight capacity and effectiveness within the HR Division by developing a new Client Service Delivery Model to ensure compliance with legislation, policies, procedures and the appointment values. As part of this model, HR advisors assume an active role at each stage of the appointment process, such as preparing statements of merit criteria, screening applications, developing assessment tools, administering exams, participating on all interviews and conducting reference checks. The use of this model ensures that sub-delegated managers' staffing decisions comply with statutory requirements and policies related to appointment and guiding values continuously throughout the duration of the staffing process.

5.49 **Additional terms and conditions on delegation –** Depending on the conclusions drawn from an audit, the PSC may provide an organization with recommendations for improving its staffing practices and ensuring compliance with legislative, regulatory and policy requirements. Further, when its overall oversight activities reveal serious issues, the PSC may decide to impose additional terms and conditions on these organizations. These additional terms and conditions depend on the severity of the findings and may range from requiring additional reporting or restricting the deputy head's authority to sub-delegate within their organization, to removing the delegated authorities, either partially or completely.

5.50 The deputy heads of the organizations audited have provided the PSC with an action plan in response to the audit recommendations. As a result of the organizational audits, the PSC will enter into agreements with the Canada Industrial Relations Board and the Canadian Radio-television and Telecommunications Commission to provide advice and support in addressing the issues raised by the audit. Consequently, the PSC has decided not to amend the existing delegation agreements with the deputy heads at this time. For these organizations, as well as the remaining (10 of 12) organizations, the PSC will monitor, through its regular monitoring activities, actions taken in follow-up to the audit recommendations, as applicable. A list of all organizations operating with additional terms and conditions to delegation in 2011-2012 is provided in Appendix 4.

Investigations into appointment processes

5.51 The PSEA places an emphasis on oversight and the PSC's accountability to Parliament for safeguarding the integrity of appointments and in overseeing the political impartiality of the federal public service. Investigations of appointment processes are another way in which the PSC carries out its oversight mandate.

5.52 **Authority of the Commission** – Part 5 of the PSEA provides the Commission with the power to conduct investigations into appointment processes. This includes:

- Section 66: Merit and possible errors, omission or improper conduct in external appointment processes;
- Subsections 67(1) and 67(2): Errors, omission or improper conduct in internal appointment processes at the request of a deputy head, or for non-delegated appointments;
- Section 68: Suspicion of political influence in any appointment process; and
- Section 69: Suspicion of fraud in any appointment process.

5.53 **Volume of investigations** – As indicated in Table 18, the PSC's Investigations Branch opened 596 files in its intake phase. This compares to 516 in 2010-2011. The number of cases completed this fiscal year totalled 679 as compared to 492 in 2010-2011.

Table 18: Public Service Commission investigations into appointment processes[a]

	Section 66 External appointment processes	Sub-section 67(2) Internal appointment processes - delegated	Section 68 Political influence	Section 69 Fraud	Other sub-sections of the PSEA[b]	Total
Number of active cases carried over from previous years	105	14	7	35	46	207
Number of requests received in 2011-2012	296	6	8	211	75	596
Total number of active cases in 2011-2012	401	20	15	246	121	803
Number of cases completed in 2011-2012	359	16	5	197	102	679
Number of cases closed at intake[c]	268	0	5	115	102	490
Number of cases discontinued	5	0	0	0	0	5
Number of cases resolved through Early Intervention[d]	3	N/A	N/A	N/A	N/A	3
Number of investigations unfounded	64	2	0	15	0	81
Number of investigations founded	19	14	0	67	0	100
Number of active cases remaining as of March 31, 2012	42	4	10	49	19	124

Source: Public Service Commission Investigations Management Information System

[a] It is possible for files to be opened under one section of the *Public Service Employment Act* (PSEA) but later be investigated under another.

[b] These other sections include section 17, sub-sections 67(1), 15(3), internal appointments and cases that don't clearly fall into a specific category (other).

[c] Cases closed for reasons that include no mandate, no possibility of corrective action or other policy or regulatory considerations.

[d] Early Intervention is not offered other than for cases under section 66 of the PSEA.

5.54 **Deputy head investigations –** In assessing merit, the PSC also reviews the results of staffing investigations by deputy heads, who report these investigations as part of the PSC's annual monitoring exercise. While the number of organizations completing investigations increased to 17, from 12 in 2010-2011 and 15 in 2009-2010, the number of investigations reported to the PSC grew from 75 in 2010-2011 to 115 this year. The increase was largely due to National Defence (ND) continuing its proactive approach to exploring possible issues of concern. The department initiated investigations when internal appointment processes were the subject of complaints to the Public Service Staffing Tribunal (this accounted for 79 of the 82 investigations reported by ND). The PSC supports this practice and encourages other organizations to adopt a similar approach to help ensure that staffing concerns are addressed in a timely manner.

Investigations under specific authorities

5.55 **Section 66: External appointment processes** – As in previous years, the largest percentage of investigation files received relate to whether merit was met or whether errors, omission or improper conduct occurred in an external appointment process. Corrective actions ordered in cases where investigations were founded include training for employees and managers, reassessment of candidates, suspension of sub-delegated authority and revocation of appointments.

5.56 **Subsection 67(2): Investigations on behalf of an organization** – Under subsection 15(3) of the PSEA, where the Commission authorizes deputy heads to make internal appointments, the authorization includes the power to revoke those internal appointments or take corrective action following an investigation. The PSC continues to offer its experience and expertise to organizations by offering to conduct investigations on behalf of a deputy head, in cases where the issues fall under the sub-delegated authority of the deputy head and where it is their responsibility to investigate. In this fiscal year, 16 investigations were completed on behalf of an organization by the PSC; in 14 cases, the allegations were founded. Investigation reports and recommended corrective actions were provided to deputy heads for further action.

5.57 **Section 68, Political Influence** – As indicated in the PSC's 2010-2011 Annual Report, a number of investigations were opened into allegations of political influence in staffing. As an update to the information provided in last year's Annual Report, in fiscal years 2010-2011 and 2011-2012, a total of seven investigations were opened. Six of these investigations[14] concerned appointments made at the Atlantic Canada Opportunities Agency (ACOA). Although these investigations have been completed, before the Commission reports on the outcomes, it will complete its disclosure process (see section on Disclosure of investigation summaries). At the time of printing this Report, the disclosure process was still under way.

5.58 **Section 69: Fraud** – As reported in paragraph 3.10, the PSC conducted an above-average number of fraud investigations this fiscal year. A large number of files resulted from a single appointment process used to staff approximately 100 positions across the government. The process was managed by the Chief Information Officer Branch of the Treasury Board of Canada Secretariat on behalf of 12 participating organizations and included 12 career streams. The exam phase of the process was conducted on-line and was unsupervised; it was alleged that some candidates accessed and copied material from the Internet, contrary to instructions provided that prohibited such access. The investigations recognized that the assessment process was planned appropriately and that clear instructions were provided to candidates. There were also effective mechanisms in place to detect whether candidates followed the instructions provided. The PSC supports the use of this relatively new and increasingly popular method of assessment. The PSC recognizes that the proper planning and monitoring of the on-line assessment process in this case ensured that the fraud was detected.

5.59 Other instances of fraud investigated this fiscal year include cases related to individuals who provided false educational or professional credentials in relation to their background, individuals who provided false or misleading information or individuals who cheated or copied responses during an assessment process. Corrective actions ordered in cases where the allegations were substantiated include requiring individuals to seek permission from the PSC prior to accepting any work within the federal public service, training for managers and staff, elimination of a candidate from a staffing process and revocation from a position.

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[14] In total, 11 files were opened: 6 under section 68 (political influence) of the *Public Service Employment Act* and 5 under section 66 (error, omission, improper conduct). These 11 files concerned the appointment of 5 individuals. Six investigations were conducted: 1 under the authority of section 68 alone and 5 under the authority of both section 68 and section 66.

5.60 **Disclosure of investigation summaries** – The Commission may use its authority under section 19 of the *Public Service Employment Regulations* and section 14 of the *Political Activities Regulations* to disclose personal information obtained in the course of an investigation, if the Commission determines that the public interest in disclosure outweighs the privacy interests of the individual. Summaries of investigations posted during the reporting period can be found at www.psc-cfp.gc.ca.

APPENDICES

Appendix 1

Staffing Management Accountability Framework

Assessment objectives, scope and methodology

The Staffing Management Accountability Framework (SMAF) assessment has a number of mutually reinforcing objectives. These are as follows:

- Helping organizations to improve human resources processes and outcomes by measuring progress against the objectives in the SMAF and providing detailed feedback and guidance throughout the year;
- In combination with other Public Service Commission (PSC) oversight activities (e.g. audits, and investigations), providing Parliament with an annual global assessment of the health of the public service staffing system; and
- Contributing to assessments conducted by the Treasury Board of Canada Secretariat (the Management Accountability Framework, or MAF) and the Committee of Senior Officials.

In 2011-2012, the PSC assessed the staffing performance of 84 organizations. The PSC's assessment of the performance of the public service staffing system is based on the results from 53[15] small, medium and large organizations. Assessment results for micro organizations are not presented, as these organizations account for 0.5% of the public service population covered by Appointment Delegation and Accountability Instruments and 0.5% of the staffing activity.

The PSC relies on two distinct sources of information in its annual SMAF assessment process. Organizations self-assess and report (based on the assessment criteria) by completing the PSC's Departmental Staffing Accountability Report (DSAR) template and providing supporting documentation. In addition, the PSC generates and analyzes information from central sources (for example, operational staffing data on the use of non-advertised processes) and considers the results of PSC audits, investigations and studies in its assessment of performance.

The PSC assesses all organizations against the key success factors. For the short-term outcomes portion of the assessment, a targeted, risk-based approach is used. The PSC focuses on the approximately 40% of organizations with weaker statistical performance on the short-term outcome measures, relative to other departments or agencies. Using this approach, the PSC asks organizations to report, in the DSAR, what steps they are taking to address possible concerns.

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[15] Of these 53 organizations, 23 were classified as "large" (over 2 000 employees) and represented almost 91% of the *Public Service Employment Act* population. Of the remaining organizations, 15 were classified as "medium" (500 to 1 999 employees) and 15 as "small" (100 to 499 employees).

Staffing Management Accountability Framework

Key change areas	Intended effects: Progress with key success factors				Intended effects: Progress in improved short-term outcomes	
	Delegation of staffing to deputy heads	Planning for staffing and monitoring of results	Organizational HR support	Organizational accountability for results	Results: Flexibility and efficiency	Results: Effectiveness and adherence to staffing values
Detailed ongoing lead performance indicators of long-run success	• Mechanisms in place to ensure that sub-delegated managers comply with their sub-delegated authorities • Staffing Management Accountability Framework ensures monitoring of key staffing areas • Appointment policies are current	• Staffing strategies support organizational staffing priorities and align with current and future needs • Extent to which expected results for staffing are assessed; adjustments are made as required	• Managers' satisfaction with quality of overall staffing services • PE capacity: (a) PEs by population base; and (b) PEs by volume of staffing • Participation in continuous learning by staffing advisors	• Staffing performance deficiencies identified in feedback from the PSC are corrected in a timely fashion	• Managers' satisfaction with flexibility to carry out staffing processes in an efficient manner • Length of time for hiring process • Candidates' satisfaction regarding duration of appointment process	• Merit • Non-partisanship • Representativeness • Access • Fairness • Transparency

Self-report if organization received acceptable rating in 2010-2011

Staffing Management Accountability Framework (continued): Effectiveness and adherence to guiding values

Effectiveness/Values					
Merit	**Non-partisanship**	**Representativeness**	**Access**	**Fairness**	**Transparency**
• Managers' satisfaction with quality of hires • Official language qualifications in staffing (non-imperative appointments where the person does not meet the official language profile within the time periods prescribed by Regulations) • Candidates' perceptions of whether they were assessed for actual job requirements of the position • Candidates' perceptions of whether the posted qualifications and criteria for positions are bias-free and barrier-free • Investigations into staffing: a) PSC b) In-house • Candidates' perceptions on whether the people hired in the work unit can do the job	• Candidates' perceptions of whether they are aware of their rights and responsibilities as public servants, under the *Public Service Employment Act* with respect to participation in political activities	• Staffing-related provisions or initiatives to increase representativeness	• Percentage of external appointments that are non-advertised: a) Non-EX group b) EX group • Percentage of internal appointments that are non-advertised: a) Non-EX group b) EX group	• Candidates' perceptions of the fairness of the assessment process • Percentage of acting appointments with subsequent indeterminate appointment at the same occupational group and level within the same organization • Percentage of indeterminate hires coming from casual and term positions within the same organization • Candidates' perceptions of whether staffing processes to select employees for the work unit are done fairly • Priority entitlements in staffing are respected	• Organizational staffing priorities and strategies are communicated on organizations' Web sites, and contents are clearly communicated to managers, employees and employees' representatives, where applicable • Candidates' perceptions of openness and transparency in internal staffing

New indicator for 2011-2012

Appendix 2

Information about the statistical tables

More detailed Annual Report data are available electronically at www.psc-cfp.gc.ca.

Due to rounding, figures in the Annual Report may not add to totals.

Hiring and staffing activities

Hiring activities refer to indeterminate and specified term appointments to the public service, the hiring of casuals as per subsection 50(1) of the *Public Service Employment Act* (PSEA) and the hiring of students under the *Student Employment Programs Exclusion Approval Order*. Indeterminate and specified term appointments to the public service include appointments from the general public, including former casuals, students and employees of government organizations that are not subject to the PSEA.

Staffing activities within the public service include all promotions, lateral and downward movements and acting appointments of indeterminate and specified term employees. Deployments of employees within or between organizations that are subject to the PSEA are counted in lateral and downward movements.

Hiring and staffing activities data are derived from information received from the Treasury Board of Canada Secretariat (TBS) Incumbent File. This file is extracted from the Public Works and Government Services Canada (PWGSC) pay system. The Public Service Commission (PSC) has developed a series of algorithms that are used to produce the PSC's official record of hiring and staffing activities across the federal public service, based on pay transactions submitted by organizations. Recruitment data for the Research Affiliate Program, the Recruitment of Policy Leaders Program and the Post-secondary Recruitment Program (PSR) are based on individuals who have applied to these programs through the PSC's Public Service Resourcing System (PSRS) in the last two fiscal years and where a match was found in the PSC hiring and staffing activities file covering the current fiscal year.

Employment equity

Employment equity (EE) refers to appointments to the public service to indeterminate and specified term positions greater than three months for EE designated groups (women, members of visible minorities, persons with disabilities and Aboriginal peoples).

EE data for members of visible minorities, persons with disabilities and Aboriginal peoples are based on those who applied and self-declared through the PSRS in the last two fiscal years, and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year. These exclude specified term appointments of less than three months and appointments to separate agencies. Data on women are derived from the TBS Incumbent File.

Population

Population data refers to the number of active employees in organizations under the exclusive appointment authority of the PSC (employees of organizations named in the *Financial Administration Act* — Schedule I, most of Schedule IV and some agencies in Schedule V). They differ from numbers reported by TBS that reflect employment in organizations under the *Public Service Staff Relations Act*. In addition, a number of separate agencies are subject to Part 7 of the PSEA, which administers political activities of public servants. They are excluded from statistics presented in the Annual Report. The population count represents the number of employees at a specific point in time.

Population data are derived from the TBS Incumbent File. This file is extracted from the PWGSC pay system.

Priority Administration

Priority Administration data refers to information on the number of priority entitlements registered with the PSC, the number of placements of priority persons and the number of removals for other reasons, by priority type.

This information is taken from the PSC's Priority Information Management System (PIMS). PIMS is the PSC's Web-based tool, with which organizations register their persons who have priority entitlement, and which organizations must search when conducting an appointment process.

Applicant data

Applicant data refers to information on selected characteristics (e.g. geographical area and educational profile) for applicants to externally advertised processes, via the PSR, the Federal Student Work Experience Program and general external recruitment advertisements of departments and agencies.

This information is captured through the PSRS each time an application is submitted. An applicant may be represented more than once in a table if they have submitted an application for more than one position.

Table 19: Applicants by recruitment program and geographic area of residence

April 1, 2011 to March 31, 2012

Geographic area of residence	Student Programs				Graduate Recruitment Programs			
	FSWEP*[a]		RAP*		PSR*[b]		RPL*	
	No.	%	No.	%	No.	%	No.	%
British Columbia	3 443	7.3	86	8.1	2 036	9.4	146	10.4
Alberta	1 980	4.2	133	12.6	756	3.5	59	4.2
Saskatchewan	870	1.8	26	2.5	206	1.0	11	0.8
Manitoba	1 536	3.2	96	9.1	350	1.6	27	1.9
Ontario	23 751	50.2	392	37.1	10 171	47.0	734	52.4
Quebec	11 173	23.6	204	19.3	6 820	31.5	303	21.6
New Brunswick	1 495	3.2	45	4.3	244	1.1	10	0.7
Nova Scotia	1 619	3.4	14	1.3	447	2.1	37	2.6
Prince Edward Island	751	1.6	19	1.8	87	0.4	6	0.4
Newfoundland and Labrador	436	0.9	8	0.8	154	0.7	14	1.0
Yukon	23	0.0	0	0.0	13	0.1	1	0.1
Northwest Territories	68	0.1	0	0.0	1	0.0	0	0.0
Nunavut	13	0.0	6	0.6	0	0.0	0	0.0
Outside Canada	185	0.4	29	2.7	358	1.7	53	3.8
Total	**47 343**	**100.0**	**1 058**	**100.0**	**21 643**	**100.0**	**1 401**	**100.0**

Source: Public Service Resourcing System

[a] This contains applicants from the 2010 and 2011 campaigns. A campaign cycle occurs annually from October to October.

[b] These numbers exclude cancelled advertisements.

*Legend		
	FSWEP Federal Student Work Experience Program	**RAP** Research Affiliate Program
	PSR Post-Secondary Recruitment Program	**RPL** Recruitment of Policy Leaders Program

Table 19a: Applicants by recruitment program and geographic area of residence for Ontario, National Capital Region and Quebec

April 1, 2011 to March 31, 2012

Geographic area of residence	Student Programs				Graduate Recruitment Programs			
	FSWEP*(a)		RAP*		PSR*(b)		RPL*	
	No.	%	No.	%	No.	%	No.	%
Ontario (except NCR)	11 601	24.5	241	22.8	5 802	26.8	485	34.6
National Capital Region (NCR)	15 887	33.6	184	17.4	5 788	26.7	305	21.8
Quebec (except NCR)	7 436	15.7	171	16.2	5 401	25.0	247	17.6

Source: Public Service Resourcing System

(a) This contains applicants from the 2010 and 2011 campaigns. A campaign cycle occurs annually from October to October.

(b) These numbers exclude cancelled advertisements.

*Legend		
	FSWEP Federal Student Work Experience Program	**RAP** Research Affiliate Program
	PSR Post-Secondary Recruitment Program	**RPL** Recruitment of Policy Leaders Program

Table 20: Applicants to external advertisements compared to the Canadian workforce population

April 1, 2011 to March 31, 2012

Geographic area of residence	Applicants to external advertisements %	Canadian workforce population %
British Columbia	10.7	13.2
Alberta	7.2	11.6
Saskatchewan	2.3	3.0
Manitoba	4.9	3.5
Ontario	40.9	39.0
Quebec	23.3	22.9
New Brunswick	3.3	2.1
Nova Scotia	3.9	2.6
Prince Edward Island	1.0	0.4
Newfoundland and Labrador	1.2	1.4
Yukon	0.1	0.1
Northwest Territories	0.2	0.1
Nunavut	0.1	0.1
Outside Canada	0.9	N/A
Total	**100.0**	**100.0**

Source: Public Service Resourcing System and Statistics Canada 2011 Labour Force Survey

Table 21: Priority administration (public service total)

Number of priority entitlements registered and number of placements and other removals, by priority type

April 1, 2011 to March 31, 2012

Priority type	Carry-over[a]	New cases	Total (carry-over + new cases)	Appointed	Resigned and/or retired	Expired	Other removal[b]	Total outflows	Active at end of period
Leave of absence (sec. 41)	463	339	802	132	39	56	41	268	534
Layoff (sec. 41)	4	9	13	1	0	4	2	7	6
Total – Statutory priorities	**467**	**348**	**815**	**133**	**39**	**60**	**43**	**275**	**540**
Surplus (sec. 5)[c]	195	577	772	317	28	0	98	443	329
Disabled employee (sec. 7)	74	65	139	14	9	27	23	73	66
Medically released CF/RCMP (sec. 8)	290	206	496	158	0	98	2	258	238
Relocation of spouse (sec. 9)	449	466	915	161	20	51	191	423	492
Reinstatement to higher level (sec. 10)	117	157	274	28	2	103	2	135	139
Governor General's exempt staff (sec. 6)	2	0	2	1	0	1	0	2	0
Surviving Spouse or Common law Partner (sec. 8.1)	3	3	6	2	0	0	0	2	4
Total – Regulatory priorities	**1 130**	**1 474**	**2 604**	**681**	**59**	**280**	**316**	**1 336**	**1 268**
Grand Total	**1 597**	**1 822**	**3 419**	**814**	**98**	**340**	**359**	**1 611**	**1 808**

[a] The number of carry-over from March 31, 2011 differs from the number of active cases at March 31, 2011 published in last year's Annual Report due to priority registrations received late in March 2011 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor.

[b] Priority type changes are included in "Other Removal."

[c] Although the priority entitlement for surplus employees is established in the *Public Service Employment Regulations*, s. 40 of the *Public Service Employment Act* provides deputy heads with the authority to place their own organization's surplus employees before considering other priority persons. Surplus employees within their home organizations accounted for 246 of the 317 appointments in 2011-2012.

Notes: See "Priority administration" under Appendix 2 - Information about the Statistical Tables (p. 80)

Table 22: Overall hiring and staffing activities to and within the public service by type and tenure

April 1, 2011 to March 31, 2012

	Hiring activity to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
Tenure	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate staffing activities	5 343	10.3	15 290	29.5	20 380	39.3	10 811	20.9	**51 824**	**100.0**
Specified term staffing activities	8 111	69.6	629	5.4	2 376	20.4	538	4.6	**11 654**	**100.0**
Sub-total	13 454	21.2	15 919	25.1	22 756	35.8	11 349	17.9	**63 478**	**100.0**
Casual (as per PSEA ss. 50(1))	16 275	100.0	0	0.0	0	0.0	0	0.0	**16 275**	**100.0**
Student (under *Employment Exclusion Approval Order*)[c]	13 099	100.0	0	0.0	0	0.0	0	0.0	**13 099**	**100.0**
Total	**42 828**	**46.1**	**15 919**	**17.1**	**22 756**	**24.5**	**11 349**	**12.2**	**92 852**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months. The estimation methodology for acting appointments was enhanced in fiscal year 2011-2012. This added approximately 200 acting appointments to this fiscal year's total count.

[c] *The Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act.*

Note: Statistics Canada hired a large number of specified term employees to work on Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 23: Overall hiring and staffing activities to and within the public service by tenure and previous employment status

April 1, 2011 to March 31, 2012

Previous employment status (a)	Tenure after hiring and staffing activities								Total	
	Indeterminate		Specified term		Casual		Student (b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	43 079	83.1	182	1.6	0	0.0	0	0.0	**43 261**	**46.6**
Specified term	3 402	6.6	3 361	28.8	0	0.0	0	0.0	**6 763**	**7.3**
Casual	847	1.6	1 465	12.6	0	0.0	0	0.0	**2 312**	**2.5**
Other federal agencies	391	0.8	151	1.3	0	0.0	0	0.0	**542**	**0.6**
General public	4 014	7.7	6 393	54.9	16 275	100.0	13 099	100.0	**39 781**	**42.8**
Student (b)	91	0.2	102	0.9	0	0.0	0	0.0	**193**	**0.2**
Total	**51 824**	**100.0**	**11 654**	**100.0**	**16 275**	**100.0**	**13 099**	**100.0**	**92 852**	**100.0**

Source: Public Service Commission hiring and staffing activities files

(a) Casuals and students do not have a previous employment status and are therefore reported under "General public".

(b) The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

Note: Statistics Canada hired a large number of specified term employees to work on Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 24: Staffing activities by type and occupational group

April 1, 2011 to March 31, 2012

	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
Occupational group	No.	%	No.	%	No.	%	No.	%	No.	%
AB - Indian Oil and Gas Canada	6	0.0	3	0.0	2	0.0	1	0.0	**12**	**0.0**
AC - Actuarial Science	1	0.0	0	0.0	0	0.0	0	0.0	**1**	**0.0**
AI - Air Traffic Control	4	0.0	1	0.0	2	0.0	0	0.0	**7**	**0.0**
AO - Aircraft Operations	14	0.1	149	0.9	18	0.1	19	0.2	**200**	**0.3**
AR - Architecture and Town Planning	13	0.1	18	0.1	12	0.1	6	0.1	**49**	**0.1**
AS - Administrative Services	1 367	10.2	3 627	22.8	3 793	16.7	3 035	26.7	**11 822**	**18.6**
AU - Auditing	3	0.0	7	0.0	29	0.1	2	0.0	**41**	**0.1**
BI - Biological Sciences	154	1.1	162	1.0	185	0.8	97	0.9	**598**	**0.9**
CH - Chemistry	50	0.4	26	0.2	52	0.2	20	0.2	**148**	**0.2**
CM - Communications	1	0.0	0	0.0	1	0.0	0	0.0	**2**	**0.0**
CO - Commerce	98	0.7	175	1.1	263	1.2	163	1.4	**699**	**1.1**
CR - Clerical and Regulatory	4 052	30.1	888	5.6	4 210	18.5	526	4.6	**9 676**	**15.2**
CS - Computer Systems Administration	509	3.8	719	4.5	1 154	5.1	602	5.3	**2 984**	**4.7**
CX - Correctional Services	593	4.4	374	2.3	686	3.0	347	3.1	**2 000**	**3.2**
DA - Data Processing	8	0.1	1	0.0	3	0.0	0	0.0	**12**	**0.0**
DD - Drafting and Illustration	8	0.1	3	0.0	7	0.0	2	0.0	**20**	**0.0**
DE - Dentistry	5	0.0	1	0.0	1	0.0	1	0.0	**8**	**0.0**
DS - Defence Scientific Service	13	0.1	63	0.4	53	0.2	0	0.0	**129**	**0.2**
EC - Economics and Social Science Services	647	4.8	1 683	10.6	1 865	8.2	735	6.5	**4 930**	**7.8**
ED - Education	146	1.1	28	0.2	57	0.3	17	0.1	**248**	**0.4**
EG - Engineering and Scientific Support	495	3.7	407	2.6	391	1.7	155	1.4	**1 448**	**2.3**
EL - Electronics	54	0.4	112	0.7	48	0.2	12	0.1	**226**	**0.4**
EN - Engineering and Land Survey	143	1.1	225	1.4	250	1.1	101	0.9	**719**	**1.1**
EU - Educational Support	7	0.1	0	0.0	0	0.0	0	0.0	**7**	**0.0**
EX - Executive	76	0.6	674	4.2	616	2.7	556	4.9	**1 922**	**3.0**
FB - Border Services	288	2.1	581	3.6	999	4.4	670	5.9	**2 538**	**4.0**
FI - Financial Administration	189	1.4	477	3.0	661	2.9	365	3.2	**1 692**	**2.7**
FO - Forestry	1	0.0	5	0.0	3	0.0	2	0.0	**11**	**0.0**

Table 24: Staffing activities by type and occupational group *(cont'd)*

April 1, 2011 to March 31, 2012

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
FR - Firefighters	37	0.3	29	0.2	13	0.1	9	0.1	**88**	**0.1**
FS - Foreign Services	20	0.1	200	1.3	77	0.3	218	1.9	**515**	**0.8**
GL - General Labour and Trades	613	4.6	269	1.7	247	1.1	119	1.0	**1 248**	**2.0**
GS - General Services	299	2.2	97	0.6	261	1.1	63	0.6	**720**	**1.1**
GT - General Technical	122	0.9	198	1.2	174	0.8	96	0.8	**590**	**0.9**
HP - Heating, Power and Stationary Plant Operation	31	0.2	18	0.1	17	0.1	14	0.1	**80**	**0.1**
HR - Historical research	1	0.0	2	0.0	4	0.0	1	0.0	**8**	**0.0**
HS - Housekeeping, Dietary/ Hospital, Patient and Health Services	119	0.9	6	0.0	69	0.3	5	0.0	**199**	**0.3**
IS - Information Services	176	1.3	325	2.0	477	2.1	340	3.0	**1 318**	**2.1**
LA - Law	167	1.2	171	1.1	335	1.5	70	0.6	**743**	**1.2**
LC - Law Management	0	0.0	13	0.1	23	0.1	7	0.1	**43**	**0.1**
LI - Lightkeepers	29	0.2	10	0.1	20	0.1	2	0.0	**61**	**0.1**
LS - Library Science	10	0.1	14	0.1	35	0.2	9	0.1	**68**	**0.1**
MA - Mathematics	15	0.1	27	0.2	28	0.1	0	0.0	**70**	**0.1**
MD - Medicine	37	0.3	6	0.0	19	0.1	7	0.1	**69**	**0.1**
MT - Meteorology	0	0.0	51	0.3	67	0.3	19	0.2	**137**	**0.2**
NB - National Energy Board	38	0.3	83	0.5	39	0.2	23	0.2	**183**	**0.3**
ND - Nutrition and Dietetics	7	0.1	3	0.0	10	0.0	0	0.0	**20**	**0.0**
NU - Nursing	235	1.7	71	0.4	230	1.0	48	0.4	**584**	**0.9**
OE - Office Equipment	3	0.0	0	0.0	0	0.0	0	0.0	**3**	**0.0**
OM - Organisation and Methods	3	0.0	2	0.0	3	0.0	8	0.1	**16**	**0.0**
OP - Occupational and Physical Therapy	16	0.1	0	0.0	6	0.0	1	0.0	**23**	**0.0**
PC - Physical Sciences	89	0.7	163	1.0	287	1.3	140	1.2	**679**	**1.1**
PE - Personnel Administration	166	1.2	626	3.9	659	2.9	246	2.2	**1 697**	**2.7**
PG - Purchasing and Supply	106	0.8	297	1.9	343	1.5	201	1.8	**947**	**1.5**
PH - Pharmacy	18	0.1	3	0.0	1	0.0	2	0.0	**24**	**0.0**

Table 24: Staffing activities by type and occupational group *(cont'd)*

April 1, 2011 to March 31, 2012

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
PI - Primary Products Inspection	31	0.2	26	0.2	4	0.0	0	0.0	**61**	**0.1**
PL - Management Trainee Program	0	0.0	37	0.2	12	0.1	0	0.0	**49**	**0.1**
PM - Program Administration	712	5.3	1 456	9.1	2 374	10.4	1 582	13.9	**6 124**	**9.6**
PR - Printing Operations	1	0.0	0	0.0	0	0.0	0	0.0	**1**	**0.0**
PS - Psychology	38	0.3	24	0.2	45	0.2	16	0.1	**123**	**0.2**
RE - Regulatory Enforcement Group	82	0.6	50	0.3	40	0.2	13	0.1	**185**	**0.3**
RO - Radio Operations	25	0.2	25	0.2	24	0.1	3	0.0	**77**	**0.1**
SC - Ships' Crew	427	3.2	67	0.4	416	1.8	45	0.4	**955**	**1.5**
SE - Scientific Research	69	0.5	123	0.8	49	0.2	17	0.1	**258**	**0.4**
SG - Scientific Regulation/ Patent Examination	93	0.7	155	1.0	119	0.5	59	0.5	**426**	**0.7**
SO - Ships' Officers	122	0.9	158	1.0	107	0.5	141	1.2	**528**	**0.8**
SR - Ships' Repairs	61	0.5	256	1.6	79	0.3	23	0.2	**419**	**0.7**
ST - Secretarial, Stenographic, Typing	18	0.1	6	0.0	12	0.1	4	0.0	**40**	**0.1**
SW - Social Work	21	0.2	2	0.0	14	0.1	2	0.0	**39**	**0.1**
TI - Technical Inspection	59	0.4	83	0.5	61	0.3	39	0.3	**242**	**0.4**
TR - Translation	37	0.3	109	0.7	78	0.3	30	0.3	**254**	**0.4**
UT - University Teaching	138	1.0	19	0.1	24	0.1	0	0.0	**181**	**0.3**
VM - Veterinary Science	3	0.0	1	0.0	1	0.0	0	0.0	**5**	**0.0**
WP - Welfare Programs	215	1.6	229	1.4	492	2.2	293	2.6	**1 229**	**1.9**
Total	**13 454**	**100.0**	**15 919**	**100.0**	**22 756**	**100.0**	**11 349**	**100.0**	**63 478**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months. The estimation methodology for acting appointments was enhanced in fiscal year 2011-2012. This added approximately 200 acting appointments to this fiscal year's total count.

Note: Statistics Canada hired a large number of specified term employees to work on Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 25: Staffing activities by type and geographic area

April 1, 2011 to March 31, 2012

Geographic area	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	1 047	7.8	1 254	7.9	2 109	9.3	905	8.0	**5 315**	**8.4**
Alberta	798	5.9	742	4.7	975	4.3	435	3.8	**2 950**	**4.6**
Saskatchewan	426	3.2	359	2.3	463	2.0	265	2.3	**1 513**	**2.4**
Manitoba	484	3.6	470	3.0	535	2.4	343	3.0	**1 832**	**2.9**
Ontario (except NCR)	1 620	12.0	1 284	8.1	2 191	9.6	1 133	10.0	**6 228**	**9.8**
National Capital Region (NCR)	6 215	46.2	8 893	55.9	12 126	53.3	5 736	50.5	**32 970**	**51.9**
Quebec (except NCR)	1 618	12.0	1 204	7.6	2 350	10.3	1 253	11.0	**6 425**	**10.1**
New Brunswick	386	2.9	537	3.4	587	2.6	406	3.6	**1 916**	**3.0**
Nova Scotia	517	3.8	640	4.0	770	3.4	382	3.4	**2 309**	**3.6**
Prince Edward Island	52	0.4	144	0.9	163	0.7	97	0.9	**456**	**0.7**
Newfoundland and Labrador	180	1.3	209	1.3	220	1.0	177	1.6	**786**	**1.2**
Yukon	32	0.2	24	0.2	35	0.2	10	0.1	**101**	**0.2**
Northwest Territories	33	0.2	54	0.3	69	0.3	21	0.2	**177**	**0.3**
Nunavut	32	0.2	26	0.2	25	0.1	8	0.1	**91**	**0.1**
Outside Canada	14	0.1	79	0.5	138	0.6	178	1.6	**409**	**0.6**
Total	**13 454**	**100.0**	**15 919**	**100.0**	**22 756**	**100.0**	**11 349**	**100.0**	**63 478**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months. The estimation methodology for acting appointments was enhanced in fiscal year 2011-2012. This added approximately 200 acting appointments to this fiscal year's total count.

Note: Statistics Canada hired a large number of specified term employees to work on Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 26: Appointments to the public service to indeterminate and specified term positions greater than three months, by employment equity designated group and geographic area

April 1, 2011 to March 31, 2012

	Appointments to the public service by employment equity designated group										
	Women[a]		Total [a]	Members of visible minorities[b]		Persons with disabilities[b]		Aboriginal peoples[b]		Total[b]	
Geographic area	No.	%	No.	No.	%	No.	%	No.	%	No.	%
British Columbia	434	51.1	**850**	143	25.1	18	3.2	42	7.4	**569**	**100.0**
Alberta	382	55.7	**686**	77	15.4	24	4.8	58	11.6	**499**	**100.0**
Saskatchewan	196	55.2	**355**	22	9.7	6	2.7	45	19.9	**226**	**100.0**
Manitoba	261	59.5	**439**	33	12.2	10	3.7	48	17.7	**271**	**100.0**
Ontario (except NCR)	680	50.5	**1 347**	161	20.8	21	2.7	51	6.6	**775**	**100.0**
National Capital Region (NCR)	3 265	55.0	**5 940**	1 230	27.1	142	3.1	134	3.0	**4 539**	**100.0**
Quebec (except NCR)	649	48.6	**1 336**	142	16.7	9	1.1	22	2.6	**851**	**100.0**
New Brunswick	161	47.2	**341**	9	5.2	4	2.3	13	7.5	**173**	**100.0**
Nova Scotia	167	41.4	**403**	24	9.3	12	4.7	19	7.4	**258**	**100.0**
Prince Edward Island	22	50.0	**44**	*	*	0	0.0	*	*	**27**	**100.0**
Newfoundland and Labrador	33	44.6	**74**	*	*	*	*	*	*	**44**	**100.0**
Yukon	22	71.0	**31**	4	19.0	*	*	*	*	**21**	**100.0**
Northwest Territories	21	65.6	**32**	*	*	0	0.0	*	*	**24**	**100.0**
Nunavut	21	70.0	**30**	*	*	0	0.0	5	21.7	**23**	**100.0**
Outside Canada	*	*	**13**	0	0.0	0	0.0	0	0.0	*	**100.0**
Total	**6 314**	**53.0**	**11 921**	**1 852**	**22.3**	**248**	**3.0**	**444**	**5.3**	**8 300**	**100.0**

Source: Public Service Commission (PSC) hiring and staffing activities files and Public Service Resourcing System

[a] The figures for women appointed to the public service are extracted from the PSC hiring and staffing activities files. These exclude specified term appointments of less than three months and appointments to separate agencies. These PSC files are based on the Public Works and Government Services Canada pay system.

[b] The figures for the three other employment equity (EE) designated groups are based on applicants who applied and self-declared through the PSC Public Service Resourcing System in the last two fiscal years and where a match was found in the PSC hiring and staffing activities files as of March 31, 2012. These exclude specified term appointments of less than three months and appointments to separate agencies. The sum of EE designated groups does not equal the total as a person may self-declare in more than one EE designated group and men are included in the total. Consequently, the totals do not match other tables.

Note: The suppression of certain data cells has been applied in order to respect the confidentiality requirements of personal information. They have been replaced by the missing value indicator ' * '.

Statistics Canada hired a large number of specified term employees to work on Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 27: Staffing activities by type and first official language group

April 1, 2011 to March 31, 2012

First official language group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements(a)		Acting appointments(b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Anglophones	9 175	69.1	10 890	68.7	14 759	65.0	7 323	64.7	**42 147**	**66.7**
Francophones	4 105	30.9	4 972	31.3	7 941	35.0	3 994	35.3	**21 012**	**33.3**
Total(c)	**13 454**	**100.0**	**15 919**	**100.0**	**22 756**	**100.0**	**11 349**	**100.0**	**63 478**	**100.0**

Source: Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months. The estimation methodology for acting appointments was enhanced in fiscal year 2011-2012. This added approximately 200 acting appointments to this fiscal year's total count.

(c) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for first official language groups are calculated using the known first official language values as the respective denominators.

Note: Statistics Canada hired a large number of specified term employees to work on Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 28: Staffing activities by type, first official language group and language requirements of position

April 1, 2011 to March 31, 2012

Language requirements of position	Appointments to the public service					Staffing activities within the public service(a)					Total(b)				
	Anglophones		Francophones		Total	Anglophones		Francophones		Total	Anglophones		Francophones		Total
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	1 229	36.0	2 187	64.0	**3 433**	9 813	41.5	13 806	58.5	**23 640**	11 042	40.8	15 993	59.2	**27 073**
Bilingual non-imperative															
- Met(c)	19	67.9	9	32.1	**28**	529	69.0	238	31.0	**768**	548	68.9	247	31.1	**796**
- Must meet(d)	12	70.6	5	29.4	**18**	204	96.7	7	3.3	**211**	216	94.7	12	5.3	**229**
- Not required to meet(e)	1	50.0	1	50.0	**2**	48	60.8	31	39.2	**79**	49	60.5	32	39.5	**81**
English essential	6 534	96.3	253	3.7	**6 894**	20 870	96.6	724	3.4	**21 678**	27 404	96.6	977	3.4	**28 572**
French essential	27	2.6	1 011	97.4	**1 043**	50	3.0	1 606	97.0	**1 657**	77	2.9	2 617	97.1	**2 700**
English or French	1 344	67.9	634	32.1	**1 980**	1 444	74.7	488	25.3	**1 933**	2 788	71.3	1 122	28.7	**3 913**
Total(b)	**9 175**	**69.1**	**4 105**	**30.9**	**13 454**	**32 972**	**66.1**	**16 907**	**33.9**	**50 024**	**42 147**	**66.7**	**21 012**	**33.3**	**63 478**

Source: Public Service Commission hiring and staffing activity files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments. Excludes acting appointments of less than four months. The estimation methodology for acting appointments was enhanced in fiscal year 2011-2012. This added approximately 200 acting appointments to this fiscal year's total count.

(b) Unknown values are not displayed in this table but their values are included in the totals. The percentages for language component totals (b) are calculated using the known first official language values as the respective denominators.

(c) The person appointed met the language requirements of the position at the time of appointment.

(d) The person appointed must attain, through language training, the language requirements of the position within two years of the date of the appointment, unless this period is extended for one or more additional periods – of not more than two years – in the circumstances prescribed in the *Public Service Official Languages Appointment Regulations.*

(e) The person appointed is exempt from meeting the language requirements of the position for the duration of the appointment on medical grounds or as a result of their eligibility for an immediate annuity, as specified in the *Public Service Official Languages Exclusion Approval Order.*

Note: Statistics Canada hired a large number of specified term employees to work on Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 29: Student hiring activities and appointments to the public service by recruitment program and geographic area

April 1, 2011 to March 31, 2012

Geographic area	Student hiring activities[a]						Appointments to the public service						Total[d]	
	FSWEP*		RAP*[b]		CO-OP*		PSR*[c]		RPL*		General recruitment			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	405	4.9	15	5.5	461	10.2	26	3.1	0	0.0	1 021	8.1	1 928	7.3
Alberta	412	5.0	27	9.9	163	3.6	16	1.9	0	0.0	782	6.2	1 400	5.3
Saskatchewan	286	3.4	5	1.8	90	2.0	8	1.0	0	0.0	418	3.3	807	3.0
Manitoba	320	3.9	36	13.1	92	2.0	9	1.1	0	0.0	475	3.8	932	3.5
Ontario (except NCR)	1 240	14.9	36	13.1	417	9.2	80	9.6	0	0.0	1 540	12.2	3 313	12.5
National Capital Region (NCR)	3 491	42.0	81	29.6	2 702	59.8	580	69.4	18	100.0	5 617	44.6	12 489	47.0
Quebec (except NCR)	1 282	15.4	58	21.2	325	7.2	82	9.8	0	0.0	1 536	12.2	3 283	12.4
New Brunswick	316	3.8	10	3.6	65	1.4	15	1.8	0	0.0	371	2.9	777	2.9
Nova Scotia	268	3.2	1	0.4	132	2.9	8	1.0	0	0.0	509	4.0	918	3.5
Prince Edward Island	130	1.6	3	1.1	10	0.2	1	0.1	0	0.0	51	0.4	195	0.7
Newfoundland and Labrador	85	1.0	1	0.4	49	1.1	8	1.0	0	0.0	172	1.4	315	1.2
Yukon	5	0.1	0	0.0	5	0.1	1	0.1	0	0.0	31	0.2	42	0.2
Northwest Territories	19	0.2	0	0.0	5	0.1	2	0.2	0	0.0	31	0.2	57	0.2
Nunavut	5	0.1	1	0.4	4	0.1	0	0.0	0	0.0	32	0.3	42	0.2
Outside Canada	41	0.5	0	0.0	0	0.0	0	0.0	0	0.0	14	0.1	55	0.2
Total[d]	**8 305**	**100.0**	**274**	**100.0**	**4 520**	**100.0**	**836**	**100.0**	**18**	**100.0**	**12 600**	**100.0**	**26 553**	**100.0**

Source: Public Service Commission hiring and staffing activities files and Public Service Resourcing System

[a] The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

[b] The appointments under the Research Affiliate Program include individuals who applied in the current and previous fiscal years.

[c] The figures under Post-Secondary Recruitment Program (PSR) include appointments of applicants from the current and previous years' campaigns, as not all appointments are completed within the same fiscal year. The figures also include appointments under the Accelerated Economist Training Program. These figures include appointments of applicants from the Public Service Commission's PSR and exclude appointments of post-secondary graduates made directly by organizations.

[d] The total 26 553 plus 16 275 casuals equals the overall hiring activity to the public service of 42 828 persons as indicated in Table 22 in Appendix 2.

*Legend		
	FSWEP Federal Student Work Experience Program	**RAP** Research Affiliate Program
	CO-OP Post-secondary Co-operative/Internship Program	**PSR** Post-Secondary Recruitment Program
	RPL Recruitment of Policy Leaders Program	

Table 30: Staffing activities by type and organization

April 1, 2011 to March 31, 2012

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Aboriginal Affairs and Northern Development Canada	347	18.8	453	24.5	673	36.4	375	20.3	**1 848**	**100.0**
Agriculture and Agri-Food Canada	360	27.0	481	36.1	263	19.7	230	17.2	**1 334**	**100.0**
Assisted Human Reproduction Canada	1	25.0	1	25.0	2	50.0	0	0.0	**4**	**100.0**
Atlantic Canada Opportunities Agency	7	5.6	32	25.8	46	37.1	39	31.5	**124**	**100.0**
Canada Border Services Agency	632	14.0	983	21.7	1 831	40.4	1 083	23.9	**4 529**	**100.0**
Canada Industrial Relations Board	4	13.3	11	36.7	10	33.3	5	16.7	**30**	**100.0**
Canada School of Public Service	89	29.5	68	22.5	108	35.8	37	12.3	**302**	**100.0**
Canadian Artists and Producers Professional Relations Tribunal	0	0.0	0	0.0	0	0.0	1	100.0	**1**	**100.0**
Canadian Environmental Assessment Agency	16	17.6	18	19.8	39	42.9	18	19.8	**91**	**100.0**
Canadian Forces Grievance Board	0	0.0	3	42.9	3	42.9	1	14.3	**7**	**100.0**
Canadian Grain Commission	66	45.2	51	34.9	18	12.3	11	7.5	**146**	**100.0**
Canadian Heritage	59	10.0	121	20.5	220	37.3	190	32.2	**590**	**100.0**
Canadian Human Rights Commission	13	17.6	27	36.5	25	33.8	9	12.2	**74**	**100.0**
Canadian Intergovernmental Conference Secretariat	0	0.0	1	25.0	3	75.0	0	0.0	**4**	**100.0**
Canadian International Development Agency	60	9.8	129	21.1	307	50.3	114	18.7	**610**	**100.0**
Canadian International Trade Tribunal	3	13.6	10	45.5	7	31.8	2	9.1	**22**	**100.0**
Canadian Radio-television and Telecommunications Commission	33	19.8	59	35.3	51	30.5	24	14.4	**167**	**100.0**
Canadian Space Agency	17	10.2	41	24.7	70	42.2	38	22.9	**166**	**100.0**
Canadian Transportation Agency	18	24.7	18	24.7	23	31.5	14	19.2	**73**	**100.0**
Citizenship and Immigration Canada	271	19.0	329	23.1	479	33.6	347	24.3	**1 426**	**100.0**
Commission for Public Complaints Against the Royal Canadian Mounted Police	4	23.5	8	47.1	4	23.5	1	5.9	**17**	**100.0**

Table 30: Staffing activities by type and organization *(cont'd)*

April 1, 2011 to March 31, 2012

			Staffing activities within the public service							
	Appointments to the public service		Promotions		Lateral and downward movements[(a)]		Acting appointments[(b)]		Total	
Organization	No.	%	No.	%	No.	%	No.	%	No.	%
Copyright Board Canada	0	0.0	2	33.3	4	66.7	0	0.0	**6**	**100.0**
Correctional Investigator Canada (The)	3	21.4	3	21.4	3	21.4	5	35.7	**14**	**100.0**
Correctional Service Canada	1 547	24.5	1 314	20.8	2 262	35.9	1 183	18.8	**6 306**	**100.0**
Courts Administration Service	77	36.8	42	20.1	63	30.1	27	12.9	**209**	**100.0**
Economic Development Agency of Canada for the Regions of Quebec	10	12.0	15	18.1	21	25.3	37	44.6	**83**	**100.0**
Environment Canada	115	6.3	467	25.5	954	52.0	298	16.2	**1 834**	**100.0**
Farm Products Council of Canada	1	14.3	2	28.6	2	28.6	2	28.6	**7**	**100.0**
Federal Economic Development Agency for Southern Ontario	17	20.5	31	37.3	28	33.7	7	8.4	**83**	**100.0**
Finance Canada (Department of)	35	9.0	198	50.8	131	33.6	26	6.7	**390**	**100.0**
Financial Consumer Agency of Canada	11	37.9	6	20.7	6	20.7	6	20.7	**29**	**100.0**
Fisheries and Oceans Canada	1 097	27.3	862	21.4	1 347	33.5	719	17.9	**4 025**	**100.0**
Foreign Affairs and International Trade Canada	385	14.1	572	21.0	1 135	41.6	634	23.3	**2 726**	**100.0**
Hazardous Materials Information Review Commission Canada	3	27.3	1	9.1	5	45.5	2	18.2	**11**	**100.0**
Health Canada	803	23.3	858	24.9	1 211	35.2	571	16.6	**3 443**	**100.0**
Human Resources and Skills Development Canada	731	12.5	1 219	20.9	2 275	39.0	1 605	27.5	**5 830**	**100.0**
Human Rights Tribunal of Canada	2	22.2	1	11.1	5	55.6	1	11.1	**9**	**100.0**
Immigration and Refugee Board of Canada	63	20.1	58	18.5	118	37.6	75	23.9	**314**	**100.0**
Indian Residential Schools Truth and Reconciliation Commission Secretariat	13	56.5	4	17.4	1	4.3	5	21.7	**23**	**100.0**
Industry Canada	171	13.5	495	39.0	371	29.2	232	18.3	**1 269**	**100.0**
Infrastructure Canada	13	11.5	37	32.7	49	43.4	14	12.4	**113**	**100.0**
International Joint Commission	1	33.3	1	33.3	0	0.0	1	33.3	**3**	**100.0**
Justice Canada (Department of)	300	21.6	313	22.5	611	43.9	168	12.1	**1 392**	**100.0**
Library and Archives Canada	52	15.9	84	25.6	116	35.4	76	23.2	**328**	**100.0**

Table 30: Staffing activities by type and organization *(cont'd)*

April 1, 2011 to March 31, 2012

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements(a)		Acting appointments(b)			
	No.	%	No.	%	No.	%	No.	%	No.	%
Military Police Complaints Commission of Canada	3	42.9	4	57.1	0	0.0	0	0.0	**7**	**100.0**
National Defence (Public Service Employees)	1 815	29.5	1 794	29.1	1 889	30.7	664	10.8	**6 162**	**100.0**
National Energy Board	38	20.8	83	45.4	39	21.3	23	12.6	**183**	**100.0**
Natural Resources Canada	234	21.5	314	28.9	384	35.3	155	14.3	**1 087**	**100.0**
Office of the Chief Electoral Officer	59	30.1	31	15.8	80	40.8	26	13.3	**196**	**100.0**
Office of the Commissioner for Federal Judicial Affairs Canada	6	25.0	9	37.5	4	16.7	5	20.8	**24**	**100.0**
Office of the Commissioner of Lobbying of Canada	3	37.5	4	50.0	1	12.5	0	0.0	**8**	**100.0**
Office of the Commissioner of Official Languages	6	10.5	17	29.8	29	50.9	5	8.8	**57**	**100.0**
Office of the Governor General's Secretary	9	19.6	10	21.7	14	30.4	13	28.3	**46**	**100.0**
Office of the Public Sector Integrity Commissioner of Canada	5	25.0	8	40.0	5	25.0	2	10.0	**20**	**100.0**
Office of the Superintendent of Financial Institutions Canada	71	45.5	44	28.2	34	21.8	7	4.5	**156**	**100.0**
Offices of the Information and Privacy Commissioners of Canada	23	21.3	30	27.8	43	39.8	12	11.1	**108**	**100.0**
Parole Board of Canada	15	9.4	59	36.9	61	38.1	25	15.6	**160**	**100.0**
Patented Medicine Prices Review Board Canada	2	14.3	5	35.7	7	50.0	0	0.0	**14**	**100.0**
Privy Council Office	41	12.9	98	30.7	143	44.8	37	11.6	**319**	**100.0**
Public Health Agency of Canada	133	14.6	257	28.2	324	35.5	198	21.7	**912**	**100.0**
Public Prosecution Service of Canada	53	21.2	79	31.6	100	40.0	18	7.2	**250**	**100.0**
Public Safety Canada	48	12.2	106	26.9	168	42.6	72	18.3	**394**	**100.0**
Public Servants Disclosure Protection Tribunal Canada	2	28.6	1	14.3	4	57.1	0	0.0	**7**	**100.0**
Public Service Commission of Canada	41	12.7	76	23.5	166	51.4	40	12.4	**323**	**100.0**

Table 30: Staffing activities by type and organization *(cont'd)*

April 1, 2011 to March 31, 2012

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Public Service Labour Relations Board	7	35.0	4	20.0	7	35.0	2	10.0	**20**	**100.0**
Public Works and Government Services Canada	530	13.2	1 205	30.1	1 492	37.2	782	19.5	**4 009**	**100.0**
RCMP External Review Committee	0	0.0	0	0.0	1	100.0	0	0.0	**1**	**100.0**
Registrar of the Supreme Court of Canada	43	45.3	24	25.3	23	24.2	5	5.3	**95**	**100.0**
Registry of the Competition Tribunal	0	0.0	1	100.0	0	0.0	0	0.0	**1**	**100.0**
Registry of the Specific Claims Tribunal	1	16.7	4	66.7	0	0.0	1	16.7	**6**	**100.0**
Royal Canadian Mounted Police (Public Service Employees)	371	17.3	631	29.4	869	40.5	274	12.8	**2 145**	**100.0**
Statistics Canada	1 832	54.4	561	16.7	776	23.0	199	5.9	**3 368**	**100.0**
Status of Women Canada	13	36.1	6	16.7	12	33.3	5	13.9	**36**	**100.0**
Transport Canada	243	16.9	466	32.4	467	32.5	261	18.2	**1 437**	**100.0**
Transportation Appeal Tribunal of Canada	2	66.7	0	0.0	1	33.3	0	0.0	**3**	**100.0**
Transportation Safety Board of Canada	6	14.3	19	45.2	13	31.0	4	9.5	**42**	**100.0**
Treasury Board of Canada Secretariat	113	13.6	330	39.9	307	37.1	78	9.4	**828**	**100.0**
Veterans Affairs Canada	208	22.1	182	19.3	366	38.9	186	19.7	**942**	**100.0**
Western Economic Diversification Canada	28	28.0	28	28.0	27	27.0	17	17.0	**100**	**100.0**
Total	**13 454**	**21.2**	**15 919**	**25.1**	**22 756**	**35.8**	**11 349**	**17.9**	**63 478**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months. The estimation methodology for acting appointments was enhanced in fiscal year 2011-2012. This added approximately 200 acting appointments to this fiscal year's total count.

Note: The difference between the number of organizations in this table (79) and the number of organizations who have signed an Appointment Delegation and Accountability Instrument (83) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada pay system, which means for these organizations the Public Service Commission cannot show population and/or hiring and staffing activities.

Statistics Canada hired a large number of specified term employees to work on Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 31: *Public Service Employment Act* population changes by organization

March 2011 to March 2012

Organization	Indeterminate, specified term, casual and student population			
	March 2011	March 2012	Difference	% change over last year
	No.	No.		
Aboriginal Affairs and Northern Development Canada	5 498	5 482	- 16	**-0.3**
Agriculture and Agri-Food Canada	6 954	6 640	- 314	**-4.5**
Assisted Human Reproduction Canada	16	13	- 3	**-18.8**
Atlantic Canada Opportunities Agency	753	676	- 77	**-10.2**
Canada Border Services Agency	14 385	14 708	323	**2.2**
Canada Industrial Relations Board	90	78	- 12	**-13.3**
Canada School of Public Service	1 008	914	- 94	**-9.3**
Canadian Artists and Producers Professional Relations Tribunal	7	6	- 1	**-14.3**
Canadian Environmental Assessment Agency	239	239	0	**0.0**
Canadian Forces Grievance Board	35	34	- 1	**-2.9**
Canadian Grain Commission	652	677	25	**3.8**
Canadian Heritage	2 045	1 960	- 85	**-4.2**
Canadian Human Rights Commission	196	208	12	**6.1**
Canadian Intergovernmental Conference Secretariat	23	20	- 3	**-13.0**
Canadian International Development Agency	1 978	1 841	- 137	**-6.9**
Canadian International Trade Tribunal	76	72	- 4	**-5.3**
Canadian Radio-television and Telecommunications Commission	411	439	28	**6.8**
Canadian Space Agency	762	750	- 12	**-1.6**
Canadian Transportation Agency	252	245	- 7	**-2.8**
Citizenship and Immigration Canada	4 975	4 998	23	**0.5**
Commission for Public Complaints Against the Royal Canadian Mounted Police	63	61	- 2	**-3.2**
Copyright Board Canada	11	12	1	**9.1**
Correctional Investigator Canada (The)	36	33	- 3	**-8.3**
Correctional Service Canada	18 288	19 011	723	**4.0**
Courts Administration Service	623	653	30	**4.8**
Economic Development Agency of Canada for the Regions of Quebec	455	400	- 55	**-12.1**
Environment Canada	7 159	6 760	- 399	**-5.6**
Farm Products Council of Canada	16	16	0	**0.0**
Federal Economic Development Agency for Southern Ontario	208	224	16	**7.7**
Finance Canada (Department of)	802	778	- 24	**-3.0**
Financial Consumer Agency of Canada	60	67	7	**11.7**

Table 31: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2011 to March 2012

Organization	Indeterminate, specified term, casual and student population			
	March 2011	March 2012	Difference	% change over last year
	No.	No.		
Fisheries and Oceans Canada	11 001	10 920	- 81	**-0.7**
Foreign Affairs and International Trade Canada	7 484	7 540	56	**0.7**
Hazardous Materials Information Review Commission Canada	45	39	- 6	**-13.3**
Health Canada	10 401	10 577	176	**1.7**
Human Resources and Skills Development Canada	24 653	22 749	-1 904	**-7.7**
Human Rights Tribunal of Canada	20	17	- 3	**-15.0**
Immigration and Refugee Board of Canada	915	912	- 3	**-0.3**
Indian Residential Schools Truth and Reconciliation Commission Secretariat	41	45	4	**9.8**
Industry Canada	5 576	5 229	- 347	**-6.2**
Infrastructure Canada	372	348	- 24	**-6.5**
International Joint Commission	29	27	- 2	**-6.9**
Justice Canada (Department of)	5 155	5 127	- 28	**-0.5**
Library and Archives Canada	1 183	1 144	- 39	**-3.3**
Military Police Complaints Commission of Canada	13	15	2	**15.4**
National Defence (Public Service Employees)	27 385	27 168	- 217	**-0.8**
National Energy Board	382	390	8	**2.1**
Natural Resources Canada	4 935	4 657	- 278	**-5.6**
Office of the Chief Electoral Officer	705	526	- 179	**-25.4**
Office of the Commissioner for Federal Judicial Affairs Canada	68	64	- 4	**-5.9**
Office of the Commissioner of Lobbying of Canada	26	27	1	**3.8**
Office of the Commissioner of Official Languages	163	164	1	**0.6**
Office of the Governor General's Secretary	183	160	- 23	**-12.6**
Office of the Public Sector Integrity Commissioner of Canada	26	29	3	**11.5**
Office of the Superintendent of Financial Institutions Canada	561	602	41	**7.3**
Offices of the Information and Privacy Commissioners of Canada	252	269	17	**6.7**
Parole Board of Canada	368	384	16	**4.3**
Patented Medicine Prices Review Board Canada	66	56	- 10	**-15.2**

Table 31: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2011 to March 2012

Organization	**Indeterminate, specified term, casual and student population**			
	March 2011	**March 2012**	**Difference**	**% change over last year**
	No.	No.		
Privy Council Office	893	874	- 19	**-2.1**
Public Health Agency of Canada	2 895	2 777	- 118	**-4.1**
Public Prosecution Service of Canada	884	929	45	**5.1**
Public Safety Canada	1 110	1 097	- 13	**-1.2**
Public Servants Disclosure Protection Tribunal Canada	4	7	3	**75.0**
Public Service Commission of Canada	995	974	- 21	**-2.1**
Public Service Labour Relations Board	81	80	- 1	**-1.2**
Public Works and Government Services Canada	14 382	13 674	- 708	**-4.9**
RCMP External Review Committee	5	4	- 1	**-20.0**
Registrar of the Supreme Court of Canada	209	224	15	**7.2**
Registry of the Competition Tribunal	10	8	- 2	**-20.0**
Registry of the Specific Claims Tribunal	9	11	2	**22.2**
Royal Canadian Mounted Police (Public Service Employees)	6 147	6 210	63	**1.0**
Statistics Canada	6 422	5 555	- 867	**-13.5**
Status of Women Canada	101	97	- 4	**-4.0**
Transport Canada	5 551	5 368	- 183	**-3.3**
Transportation Appeal Tribunal of Canada	8	9	1	**12.5**
Transportation Safety Board of Canada	208	214	6	**2.9**
Treasury Board of Canada Secretariat	2 171	2 068	- 103	**-4.7**
Veterans Affairs Canada	4 062	3 812	- 250	**-6.2**
Western Economic Diversification Canada	478	418	- 60	**-12.6**
Total	**216 709**	**211 610**	**-5 099**	**-2.4**

Source: Public Service Commission population files

Note: The difference between the number of organizations identified in this table (79) and the number of organizations who have signed an Appointment Delegation and Accountability Instrument (83) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada (PWGSC) pay system, which means for these organizations the Public Service Commission cannot show population and/or hiring and staffing activities.

The population counts are taken from the incumbent file. The incumbent file, which comes from the Treasury Board of Canada Secretariat, is an extract from the PWGSC pay system and may vary from counts maintained in organizational human resource systems.

Table 32: Applications and appointments for nationally advertised jobs by geographic area – Officer level

April 1, 2011 to March 31, 2012

Geographic area of work location	Advertisements[a]	Applications[b]		Appointments to the public service[c]	
	No.	No.	From other geographic areas of residence %	No.	From other geographic areas of residence %
British Columbia	271	111 439	73.2	211	10.0
Alberta	170	27 747	84.5	161	28.6
Saskatchewan	99	22 159	93.2	72	23.6
Manitoba	82	14 517	78.8	105	19.1
Ontario (except NCR)	261	61 808	45.1	304	15.5
National Capital Region (NCR)	336	77 100	48.1	2 157	22.4
Quebec (except NCR)	266	69 523	31.0	265	7.9
New Brunswick	90	28 124	78.6	83	15.7
Nova Scotia	98	19 812	80.6	130	52.3
Prince Edward Island	10	1 815	78.9	18	38.9
Newfoundland and Labrador	105	8 560	86.4	18	22.2
Yukon	15	9 642	98.6	15	20.0
Northwest Territories	0	2 579	91.8	16	62.5
Nunavut	14	1 427	94.0	12	33.3
Outside Canada	0	0	0.0	1	100.0
Total	**1 817**	**456 252**	**62.2**	**3 568**	**21.5**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] Advertisements with more than one work location are counted as multiple advertisements (one for each work location) which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[b] An application is counted multiple times when it is received for an advertisement containing multiple work locations. In 2011-2012, although there was a decrease in the number of advertisements, on average, the number of work locations per advertisement increased. As a result, the number of applications has increased.

[c] This information is derived by matching the home address of the applicants (from the PSRS) to the job geographic area of those applicants who were appointed to the public service in 2011-2012 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Table 33: Applications and appointments for nationally advertised jobs by geographic area – Non-officer level

April 1, 2011 to March 31, 2012

Geographic area of work location	Advertisements[a]	Applications[b]		Appointments to the public service[c]	
	No.	No.	From other geographic areas of residence %	No.	From other geographic areas of residence %
British Columbia	125	30 341	42.1	198	3.0
Alberta	373	48 508	77.4	245	34.3
Saskatchewan	65	9 487	83.5	111	11.7
Manitoba	38	7 054	67.8	116	5.2
Ontario (except NCR)	91	25 987	25.3	304	5.6
National Capital Region (NCR)	61	34 245	50.6	753	13.7
Quebec (except NCR)	89	30 305	35.3	354	2.8
New Brunswick	65	11 710	50.7	49	6.1
Nova Scotia	90	11 039	63.5	87	16.1
Prince Edward Island	5	1 196	31.9	6	16.7
Newfoundland and Labrador	134	7 945	55.5	10	20.0
Yukon	2	244	96.7	5	20.0
Northwest Territories	0	621	88.6	8	12.5
Nunavut	7	682	95.2	9	33.3
Outside Canada	0	0	0.0	0	0.0
Total	**1 145**	**219 364**	**53.2**	**2 255**	**11.7**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] Advertisements with more than one work location are counted as multiple advertisements (one for each work location) which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[b] An application is counted multiple times when it is received for an advertisement containing multiple work locations.

[c] This information is derived by matching the home address of the applicants (from the PSRS) to the job geographic area of those applicants who were appointed to the public service in 2011-2012 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was only able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Table 34: Appointment to indeterminate positions and specified terms of three months and over of employment equity designated group members by sex and fiscal year

Employment equity designated group	2010-2011 Women %	2010-2011 Men %	2011-2012 Women %	2011-2012 Men %
Aboriginal peoples	67.8	32.2	63.5	36.5
Persons with disabilities	51.5	48.5	48.4	51.6
Members of visible minorities	54.7	45.3	55.0	45.0

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

Note: These figures are based on applicants who applied and self-declared through the PSRS in the preceding two years and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year.

The figures for women appointed to the public service are extracted from the PSC hiring and staffing activities files, which are based on Public Works and Government Services Canada pay system.

Table 35: Executive indeterminate and specified term staffing activities under the *Public Service Employment Act* by language requirements of position and fiscal year

Language requirements of position		Executive staffing activities 2010-2011 No.	2010-2011 %	2011-2012 No.	2011-2012 %
Bilingual positions	Imperative	1 804	77.8	1 589	82.7
	Non-imperative	253	10.9	117	6.1
	Subtotal	**2 057**	**88.7**	**1 706**	**88.8**
Unilingual positions	English essential	241	10.4	182	9.5
	French essential	2	0.1	5	0.3
	English or French essential	19	0.8	28	1.5
	Subtotal	**262**	**11.3**	**215**	**11.2**
Total		**2 319**	**100.0**	**1 922**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions, lateral and downward movements and acting appointments. Percent distributions are based on cases where language requirements of the position are known but totals also include staffing activities where language requirements of the position are not specified.

Table 36: Indeterminate appointments and staffing activities to Executive bilingual positions under the *Public Service Employment Act* by language requirements of position and fiscal year

		2007-2008		2008-2009		2009-2010		2010-2011		2011-2012	
Language requirements of position		No.	%	No.	%	No.	%	No.	%	No.	%
Bilingual imperative		1 273	89.3	1 500	91.8	1 486	92.3	1 358	90.9	1 184	96.4
Bilingual non-imperative	Employee meets requirements upon appointment or is exempted from the requirements	143	10.0	116	7.1	116	7.2	130	8.7	38	3.1
	Employee does not meet requirements upon appointment	9	0.6	18	1.1	8	0.5	6	0.4	6	0.5
	Subtotal	**152**	**10.7**	**134**	**8.2**	**124**	**7.7**	**136**	**9.1**	**44**	**3.6**
Total		**1 425**	**100.0**	**1 634**	**100.0**	**1 610**	**100.0**	**1 494**	**100.0**	**1 228**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions and lateral and downward movements but excludes acting appointments. Some numbers released previously have been revised.

Table 37: Indeterminate and specified term staffing activities under the *Public Service Employment Act* by language requirements of position, type of appointment and fiscal year

		Appointments to the public service				Staffing activities within the public service			
		2010-2011		2011-2012		2010-2011		2011-2012	
Language requirements of position		No.	%	No.	%	No.	%	No.	%
Bilingual positions	Imperative	4 617	29.0	3 433	25.5	27 439	47.5	23 640	47.3
	Non-imperative	106	0.7	48	0.4	1 748	3.0	1 058	2.1
	Subtotal	**4 723**	**29.6**	**3 481**	**25.9**	**29 187**	**50.5**	**24 698**	**49.4**
Unilingual positions	English essential	8 771	55.0	6 894	51.2	24 471	42.3	21 678	43.3
	French essential	1 096	6.9	1 043	7.8	2 002	3.5	1 657	3.3
	English or French essential	1 356	8.5	1 980	14.7	2 134	3.7	1 933	3.9
	Subtotal	**11 223**	**70.4**	**9 917**	**73.7**	**28 607**	**49.5**	**25 268**	**50.5**
Total		**15 988**	**100.0**	**13 454**	**100.0**	**57 871**	**100.0**	**50 024**	**100.0**

Source: Public Service Commission hiring and staffing activities files.

Note: Includes appointments to the public service, promotions, lateral and downward movements and acting appointments. Percent distributions are based on cases where language requirements of the position are known but totals also include staffing activities where language requirements of the position are not specified. Most employees appointed on a non-imperative basis met linguistic requirements of the position.

Statistics Canada hired a large number of specified term employees to work on the 2011 Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 38: Indeterminate and specified term appointments to the public service under the *Public Service Employment Act* by first official language group and fiscal year within and outside the National Capital Region

Region	First official language group	2007-2008		2008-2009		2009-2010		2010-2011		2011-2012	
		No.	%	No.	%	No.	%	No.	%	No.	%
Within the NCR	Anglophones	5 428	60.3	6 415	61.8	5 633	64.1	4 191	64.0	3 866	62.4
	Francophones	3 578	39.7	3 966	38.2	3 161	35.9	2 354	36.0	2 334	37.6
	Subtotal	**9 037**	**100.0**	**10 411**	**100.0**	**8 819**	**100.0**	**6 562**	**100.0**	**6 215**	**100.0**
Outside the NCR	Anglophones	9 879	77.9	10 145	76.6	9 963	76.6	6 900	74.2	5 309	75.0
	Francophones	2 806	22.1	3 104	23.4	3 041	23.4	2 400	25.8	1 771	25.0
	Subtotal	**12 801**	**100.0**	**13 333**	**100.0**	**13 087**	**100.0**	**9 426**	**100.0**	**7 239**	**100.0**
Total		21 838		23 744		21 906		15 988		13 454	

Source: Public Service Commission hiring and staffing activities files

Note: Some numbers released previously have been revised. Percent distributions are based on cases where first official language is known but sub-totals and totals also include staffing activities where first official language group is not specified.

Statistics Canada hired a large number of specified term employees to work on the 2011 Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in the National Capital Region and in the Clerical and Regulatory (CR) group in particular.

Table 39: Indeterminate appointments and staffing activities to all bilingual positions (including the Executive Group) under the *Public Service Employment Act* by language requirements of position and fiscal year

Language requirements of position		2007-2008		2008-2009		2009-2010		2010-2011		2011-2012	
		No.	%	No.	%	No.	%	No.	%	No.	%
Bilingual imperative		25 421	92.2	28 155	92.9	28 046	93.7	23 587	94.8	19 271	96.6
Bilingual non-imperative	Employee meets requirements upon appointment or is exempted from the requirements	1 768	6.4	1 757	5.8	1 631	5.4	1 080	4.3	496	2.5
	Employee does not meet requirements upon appointment	386	1.4	403	1.3	265	0.9	203	0.8	190	1.0
	Subtotal	**2 154**	**7.8**	**2 160**	**7.1**	**1 896**	**6.3**	**1 283**	**5.2**	**686**	**3.4**
Total		**27 575**	**100.0**	**30 315**	**100.0**	**29 942**	**100.0**	**24 870**	**100.0**	**19 957**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions and lateral and downward movements but excludes acting appointments. Some numbers released previously have been revised.

Table 40: Number of second language evaluation tests administered by test and year, showing percentage change over the previous year

Assessment	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	Change (over last year) %
Reading	32 894	34 967	34 637	28 333	23 250	-17.9%
Written expression	36 139	39 779	38 723	33 721	27 943	-17.1%
Oral proficiency	25 831	27 335	26 308	23 336	20 725	-11.1%
TOTAL	**94 864**	**102 081**	**99 668**	**85 390**	**71 918**	-15.7%

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2012.

Appendix 3

Public Service Commission study updates

Study on Acting Appointments and Subsequent Promotions in the Federal Public Service **(Update)** - This study examined whether employees in lengthy acting appointments gain an advantage in obtaining a subsequent promotion. The rate of subsequent promotion continued to decline from 41.3% in 2002-2004 to 28.3% in 2010-2011 (see Table 41), coupled with the overall decline in promotional opportunities in the public service (see Figure 12). The difference between the duration of acting appointments ending with a promotion (14.4 months) and those ending without a promotion (13.0 months) is not statistically significant.

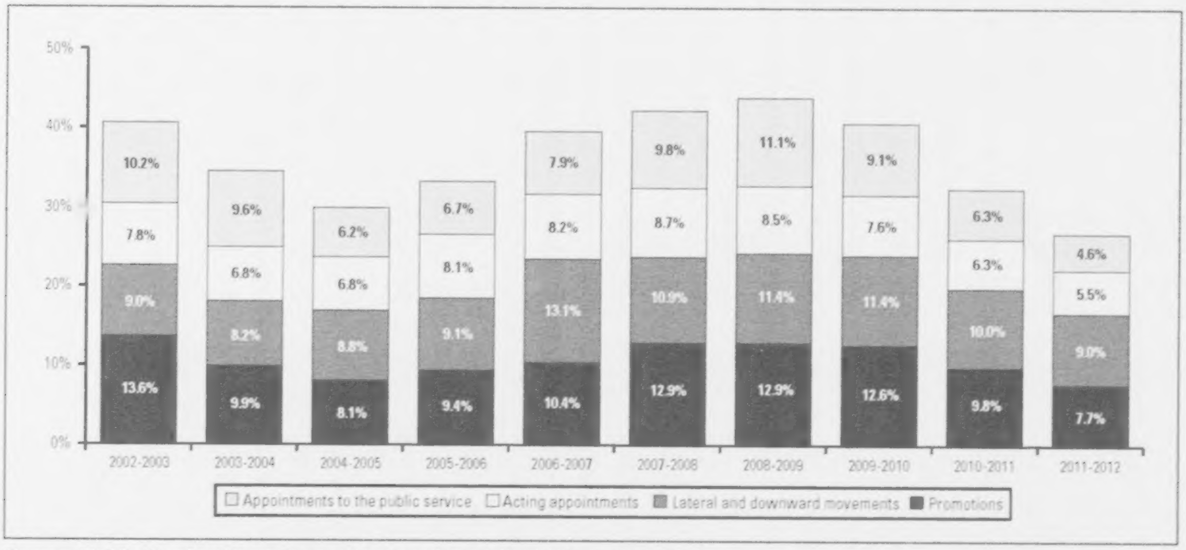
Table 41: Acting appointments and subsequent promotions by fiscal year

Fiscal year	Subsequent promotion rate %	Average duration (months)	
		Promoted	Not promoted
2002-2004	41.3	15.0	13.0
Updates			
2004-2007	41.2	15.5	13.4
2007-2009	33.5	13.5	12.5
2009-2010	31.0	12.8	13.8
2010-2011	28.3	14.4	13.0

Source: Public Service Commission Job-based Analytical Information System

***Study on Mobility of Public Servants* (Update)** - In this study, the Public Service Commission (PSC) examined trends in employee movements within the public service. Mobility rates were over 40% following the fiscal restraints of 2003-2004 to 2005-2006, but have declined over the last three years; they reached 26.8% in 2011-2012, the lowest rate attained in the last decade.[16] This decline is driven by promotions, which dropped from 9.8% to 7.7%, and external recruitment, which dropped from 6.3% to 4.6%.[17] Rates for key occupational groups and regional mobility have all declined in the same way.

Figure 12: Indeterminate mobility rates in the public service by fiscal year



Source: Public Service Commission Job-based Analytical Information System

Note: The figures exclude the Canada Border Services Agency for all years.

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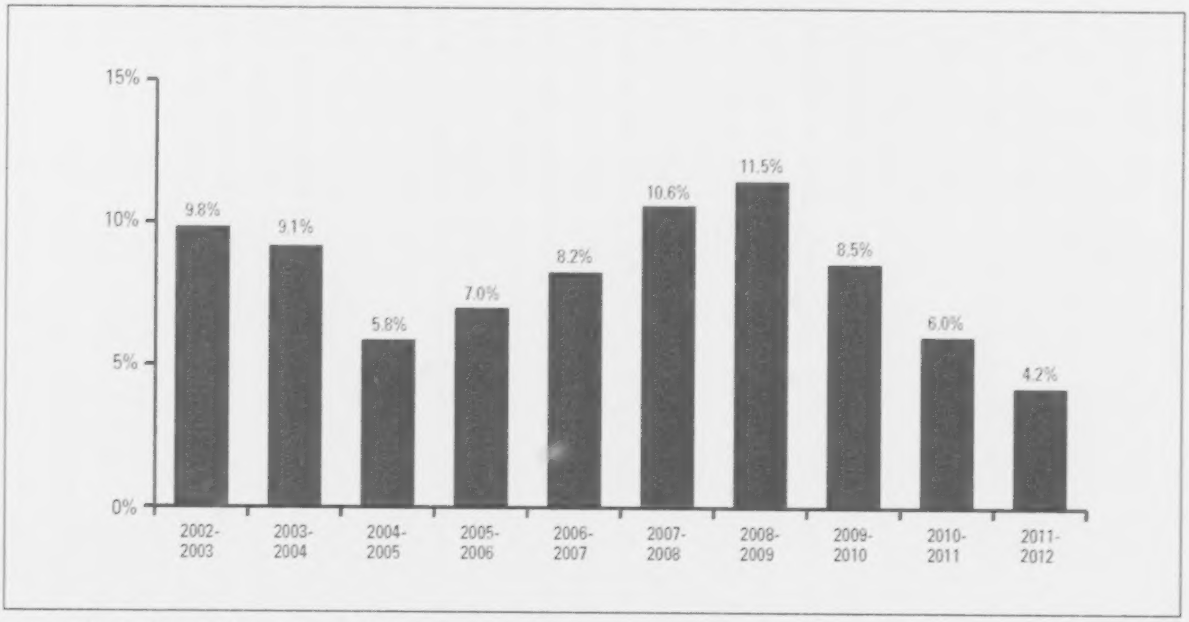
[16] "Rate of mobility" is defined as intra- and interorganizational movements per employee during a fiscal year. The mobility includes appointments to the public service, promotions, lateral and downward movements and acting appointments. The figures include only indeterminate appointments to, and staffing activities within, the public service. Figures exclude the Canada Border Services Agency.

[17] Figures may not exactly match other figures found elsewhere in this report because of differences in estimation methods.

New Indeterminate Hires and their Previous Public Service Experience (Update) - The PSC has conducted a number of statistical studies analyzing trends in new indeterminate hires, especially their previous public service work experience, including the following: *New indeterminate employees: Who are they?* (2007); *To what extent do casuals become employed under the* Public Service Employment Act? (2007); and *Appointment under the* Public Service Employment Act *following participation in federal student employment programs* (2008). Figure 13 shows recent trends in new indeterminate hires as a percentage of the indeterminate workforce at the beginning of each fiscal year.[18] New indeterminate hiring was as high as 10% of the indeterminate workforce in the beginning of the 2000s. The trend had slowed to 5.8% in 2004-2005. It then gradually increased to its peak of 11.5% in 2008-2009, and then dropped again. The share of new indeterminate hires was 4.2% of the total indeterminate workforce in 2011-2012, the lowest level of activity since the beginning of the last decade.

Figure 13: New indeterminate hires as percentage of indeterminate workforce by fiscal year



Source: Public Service Commission Job-based Analytical Information System

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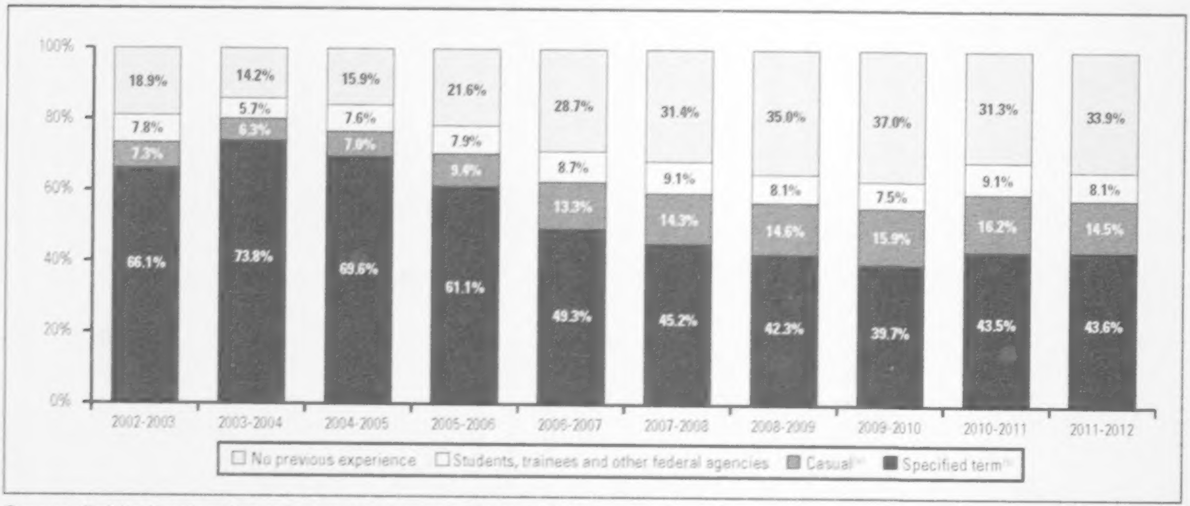
[18] The figures in years starting with 2005-2006 include hiring activities in the Canada Border Services Agency.

Figure 14 displays the previous work experience of new indeterminate hires.[19] While specified term employment continued to be the main source of new indeterminate hiring, since 2004-2005, the portion of those with no previous experience in government or those with previous casual employment has grown. In the last year, the proportion of new indeterminate hires with no previous work experience increased from 31.3% to 33.9%, while those having only casual experience dropped from 16.2% to 14.5%.

Figure 14: New indeterminate hires by public service experience and fiscal year



Source: Public Service Commission Job-based Analytical Information System

[a] Casual may include previous experience as a student or trainee or in other federal organizations.

[b] Specified term may include previous experience as a casual hire, student, trainee or in other federal organizations.

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[19] New indeterminate hires have had their careers tracked back and have been grouped by their previous work experience, including those with experience as casual only, specified term with or without a casual spell, students, trainees and other federal organizations, as well as those with no public service experience at all.

Appendix 4

Additional terms and conditions imposed on appointment and appointment-related authorities delegated to organizations following the results of Public Service Commission oversight activities (in effect March 31, 2012)*

Office of the Commissioner of Official Languages

The Office of the Commissioner of Official Languages is required to submit semi-annual reports to the Public Service Commission (PSC) on the implementation of the recommendations identified in the PSC audit (effective August 9, 2011).

Parole Board of Canada

The Chairperson may sub-delegate the authority to make specified period and indeterminate appointments only to the Executive Director General and to the Director, Corporate Services (for appointments to all positions, including those in the Executive Group). This condition does not apply to other appointment-related authorities and to acting appointments, extensions of acting appointments, student employment and casual employment. (Imposed on July 12, 2010, and amended on September 27, 2011).

A special advisor has been assigned from the PSC to work with the organization to provide advice and support to the Chairperson of the Parole Board of Canada in exercising delegated appointment authorities in compliance with the *Public Service Employment Act*, the PSC Appointment Framework and the Appointment Delegation and Accountability Instrument, and in improving appointment-related capacity in the organization (effective July 22, 2010).

The organization will submit semi-annual reports to the PSC on the implementation of the PSC audit report recommendations and on its staffing activities (effective July 12, 2010).

Royal Canadian Mounted Police

A special advisor from the PSC has been assigned to work with the organization to provide advice and support to the Commissioner regarding the implementation of the recommendations of the PSC audit report (effective April 1, 2008).

The organization will submit semi-annual reports to the PSC on the implementation of the PSC audit report recommendations and on its staffing activities (effective April 1, 2008).

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*Conditions for appointments, advertised or non-advertised, from inside or outside the public service.

Appendix 5

List of audits and studies

The Public Service Commission (PSC)'s authority to conduct audits is defined in the *Public Service Employment Act* (PSEA). This authority includes 83 organizations that have signed an Appointment Delegation and Accountability Instrument with the PSC and therefore are covered under the PSEA. As a result of the oversight review, the PSC implemented an audit cycle of seven years, from 2009 to 2015, to audit all organizations.

The PSC selects organizations to include in the audit and studies plan based on a number of factors such as risk assessments and monitoring results, as well as completing the established audit cycle of seven years to audit all organizations. To ensure a balanced view of staffing in the federal public service, a mix of organizations is selected, based on size and identified risks.

Under way or planned 2013	
Organizational follow-up audits	**Size of organization**
Canada Border Services Agency	Large
Parole Board of Canada	Small
Organizational audits	**Size of organization**
Canada School of Public Service	Medium
Canadian Environmental Assessment Agency	Small
Canadian Intergovernmental Conference Secretariat	Micro
Canadian Transportation Agency	Small
Department of Finance Canada	Medium
Industry Canada	Large
National Defence	Large
Office of the Commissioner for Federal Judicial Affairs Canada	Micro
Office of the Governor General's Secretary	Small
Patented Medicine Prices Review Board	Micro
Public Health Agency of Canada	Large
Public Service Commission of Canada	Medium
Registry of the Competition Tribunal	Micro
Statistics Canada	Large
Studies	
Joint Study on Strategic Recruitment	
Career Progression and Perception of Appointment Processes among Members of Employment Equity Groups	

Note: Large organizations have more than 2 000 employees, medium organizations have between 500 and 1 999 employees, small organizations have between 100 and 499 employees and micro organizations have fewer than 100 employees.

Under way or planned 2014	
Organizational follow-up audits	**Size of organization**
Aboriginal Affairs and Northern Development Canada	Large
Office of the Commissioner of Official Languages	Small
Royal Canadian Mounted Police	Large
Organizational audits	**Size of organization**
Canadian Human Rights Commission	Small
Commission for Public Complaints Against the RCMP	Micro
Correctional Service Canada	Large
Courts Administration Service	Medium
Elections Canada	Medium
Human Resources and Skills Development Canada	Large
Office of the Commissioner of Lobbying of Canada	Micro
Public Safety Canada	Medium
Public Servants Disclosure Protection Tribunal Canada	Micro
Registry of the Specific Claims Tribunal of Canada	Micro
Status of Women Canada	Micro
Treasury Board of Canada Secretariat	Large
Veterans Affairs Canada	Large
Veterans Review and Appeal Board Canada	Micro
Western Economic Diversification Canada	Small
Studies	
TBD(a)	

(a) Consultations to finalize the selection of studies to be included in the plan for 2014 are ongoing.

Appendix 6

Exclusion Approval Orders and Regulations

There are several provisions in the *Public Service Employment Act* (PSEA) that provide authority for the making of orders and regulations:

- Section 22 provides the Commission with the direct authority to make regulations to give effect to the provisions of the PSEA relating to matters under its jurisdiction;
- Section 20 provides the Commission with the authority to exclude positions, a person or classes of positions or persons from any or all of the provisions of the PSEA, subject to the approval of the Governor in Council; these are referred to as exclusion approval orders;
- Section 21 provides that, on the recommendation of the Commission, the Governor in Council may make regulations related to how excluded positions, persons or classes thereof are to be dealt with;
- Subsection 35(4) provides that, on the recommendation of the Commission, the Governor in Council may designate portions of the federal public administration for purposes of eligibility in internal appointment processes; and
- Subsection 113(2) provides that, on the recommendation of the Commission, the Governor in Council may make regulations specifying political activities that are deemed to impair the abilities of employees to perform their duties in a politically impartial manner.

The PSC continued its work on the following statutory instruments in 2011-2012:

- ***Appointment of Women in the Department of Indian Affairs and Northern Development (Employment Equity Program) Regulations* –** The purpose of these Regulations was to facilitate the implementation of an employment equity program to encourage the advancement of women from administrative support to entry-level officer positions. The Regulations excluded these appointments from the requirement to consider priority persons. However, the program is no longer in existence, and the current *Public Service Employment Regulations* provide a means to achieve these objectives. The Regulations were therefore no longer necessary and were repealed on January 19, 2012.
- ***Appointment or Deployment of Alternates Exclusion Approval Order* and Regulations –** The purpose of this Order and these Regulations is to allow the operation of the alternation provisions included in the *National Joint Council Work Force Adjustment Directive* and other similar workforce agreements and instruments. They came into force on April 10, 2012.
- ***Regulations Amending the Public Service Employment Regulations* –** The PSC is working on amendments to clarify the priority and lay-off provisions, which are expected to be completed in 2012. In addition, the PSC will continue work on a comprehensive review of the other provisions in 2012-2013.
- ***Regulations Amending the Political Activities Regulations* –** These Regulations would clarify the processes for employees who wish to seek nomination as a candidate in an election, and will respond to comments made by the Standing Joint Committee for the Scrutiny of Regulations. This work is expected to be completed in 2012-2013.

- ***Casual Employment Exclusion Approval Order* and Regulations** – The purpose of this Order and these Regulations is to allow organizations faced with emergency situations to appoint, for an additional period, casual workers who have exhausted their maximum casual employment period, as provided by section 50 of the PSEA. The issue of improving the federal public service's ability to respond to emergency situations was identified as a concern in the PSC's *Special Report to Parliament* and was a recommendation in the *Report of the Review of the* Public Service Modernization Act, *2003*, tabled in Parliament on December 21, 2011.
- ***Regulations Specifying Political Activities*** – Work has begun on developing these Regulations, which will specify political activities that are deemed to impair the ability of an employee, or a class of employees, to perform their duties in a politically impartial manner.
- ***Locally-Engaged Staff Exclusion Approval Order* and Regulations** – The PSC is continuing work on updating this Order and these Regulations. The existing Order came into force in 1967 and applies to persons who are recruited locally outside Canada. They are being developed in consultation with the major users, namely the Department of National Defence and the Department of Foreign Affairs and International Trade. While the existing Order excludes locally engaged staff from the entire PSEA, the proposed Order would exclude them from only certain provisions of the PSEA.
- ***Communications Security Establishment Exclusion Approval Order* and Regulations** – The PSC is updating this Order and these Regulations. The existing Order came into force in 1975 and excludes the employees and positions at the Communications Security Establishment from the entire PSEA. With the greater flexibilities inherent in the current PSEA, a blanket approach is no longer necessary.
- ***Part-time Work Exclusion Approval Order* and Regulations** – The existing Order excludes persons who are not ordinarily required to work more than one third of the normal scheduled daily or weekly hours of work, as established for other persons doing similar work, from the entire PSEA. Work is being undertaken to update the Order and Regulations, as the existing Order came into force in 1980.
- ***Designation of Certain Portions of the Public Service Order*** – The PSEA provides that portions of the federal public administration may be designated for the purpose of eligibility in internal appointment processes. This Order came into force in 1967 and includes a Schedule listing several organizations whose employees are eligible to participate in internal processes. While this Schedule has undergone several amendments over the years, work is being undertaken to update the Order.
- ***Notification Exclusion Approval Order*** – The PSC is continuing work on the development of this Order to improve efficiency in the notification process. Consultations took place late in 2011. As Budget 2012 has reduced the number of appointments being made, the PSC is re-examining the relevance of this instrument.

Appendix 7

Glossary of terms

In order to foster greater consistency in the interpretation of terms used by human resources advisors and managers, the Public Service Commission (PSC) created an on-line glossary in 2010-2011.

The PSC has used plain language in the definitions in the glossary, and technical and legal complexities may not be reflected in them. Definitions provided in the *Public Service Employment Act*, its regulations or any other applicable legislation take precedence over those in the PSC Glossary.

The Glossary is an evergreen document that will be subject to regular review and updates and can be found on the PSC Web site at www.psc-cfp.gc.ca/abt-aps/gls/index-eng.htm. Users can suggest terms to be added to the PSC Glossary, as well as provide comments on definitions.